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FEBRUARY JOURNAL OF SOCIAL WORK 1939

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New York Fund's 1st Year

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• We still have a habit of forgetting about Negroes when talking about democracy in America.—LEWIS GANNETT *in We're Another.*

• If democracy is to preserve any reality, it must achieve the conquest of economic power. —BERTRAND RUSSELL *in Democracy and Economics.*

• The only weapon of defense which the Jews possess is their ability—whatever it is worth—to hang on, to hold out, to refuse to be exterminated.—MARVIN LOWENTHAL *in Plight of a People.*

• Those who have always enjoyed liberty often seem to forget that it is essential to all human progress. Those who love liberty and have lost it know that life is not worth living without it.—ARTHUR FEILER *in Labor Under Fascism.*

• Doubts and waverings as to whether American democracy can succeed in the new complexities of the modern world are largely confined to the Atlantic seaboard intellectuals of both right and left.—WILLIAM L. WHITE *in A Voice from Main Street, U.S.A.*

• Democracy—that is liberal democracy, a system of society which exists to free the individual—is peculiarly a product of action. It has never been talked into existence, nor rescued by words: it can only be promulgated by continual effort.—RAYMOND GRAM SWING *in Over Here.*

• We who love liberal democracy, who have faith in its unlimited possibilities for humanity and civilization, are dunces if we refuse to face the menace of anti-Semitism, and weaklings if we fail to apply our resources to combating it.—ALVIN JOHNSON *in The Rising Tide of Anti-Semitism.*

So They Said
in
"CALLING AMERICA"
Special Issue of
Survey Graphic, February 1939

• Where the principle of religious equality is honored, religious minorities constitute no problem.—OSCAR I. JANOWSKY *in Minorities: Pawns of Power.*

• I only know what history has taught me. And one of its lessons reads: "No matter what happens, the human race will always survive."—HENDRIK WILLEM VAN LOON *in They Called It Democracy.*

• If one faith can be said to unite a great people, surely the ideal that holds us together beyond any other is our belief in the moral worth of the common man, whatever his race or religion.—FELIX FRANKFURTER *in The Immigrant in the United States.*

• Beyond tolerance, patience, understanding, the democratic duty toward labor demands deep-rooted faith in persuasion as the only weapon democracy can use in the struggle for sound industrial relations—the only weapon it needs.—WILLIAM H. DAVIS, *in Let's Look at Labor.*

• Every time we are moved to raise our voices in protest against cruelty and injustice in other countries, our effectiveness is diminished before the world by its knowledge and our knowledge that we have not put our own house in order and that our conscience is not clear.—WILLIAM ALLAN NEILSON *in "Minorities" in Our Midst.*

• Democracy requires appropriate temper no less than appropriate institutions.—ALPHEUS THOMAS MASON *in The Springs of Democracy.*

• The principle of self-determination was never intended to protect the rights of the dog in the manger.—ABRAHAM REVUSKY *in Homeland in Palestine.*

• All democratic governments talk and protest, but it is extremely difficult to get them to act in any large way in concert or even separately.—DOROTHY THOMPSON *in Escape in a Frozen World.*

• But self-examination, if it is thorough enough, is nearly always the first step toward change. I was to discover that no one who learns to know himself remains just what he was before.—THOMAS MANN *in Culture and Politics.*

• The idea that any race has, as such, definable characteristics making it "superior" or "inferior" in substance or potentiality, is a delusion without biological, physiological or other scientific foundation.—JOHN PALMER GAVIT *in And the Moral of All this—?*

• It is as dangerous to deny the right of free speech to those who do not believe in free speech as to deny the right to those who do not believe in war or Herbert Hoover or fundamentalist Baptist biology.—ARCHIBALD MACLEISH *in Freedom to End Freedom.*

• The best thing we can do—if we can do it—is to show that 130 million people of all races can govern themselves, insist on their acknowledged rights, progress in an orderly way in social advancement, economic recovery and stability; and retain their personal liberties.—JAMES TRUSLOW ADAMS, *in a symposium, What Can Americans Do About It.*

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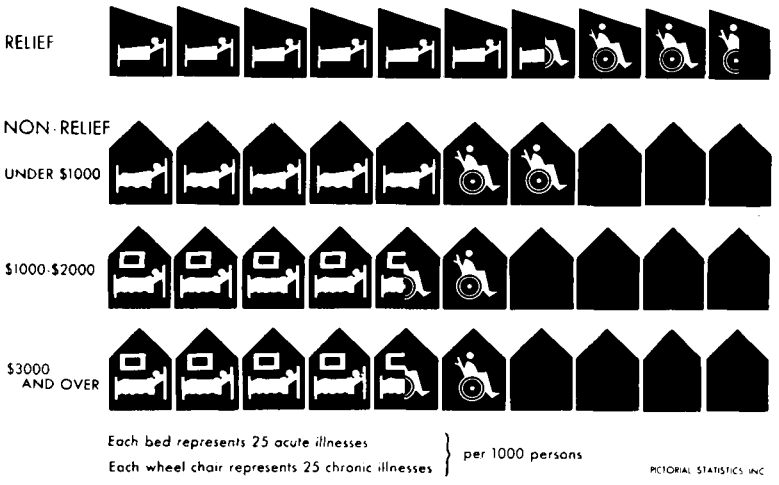
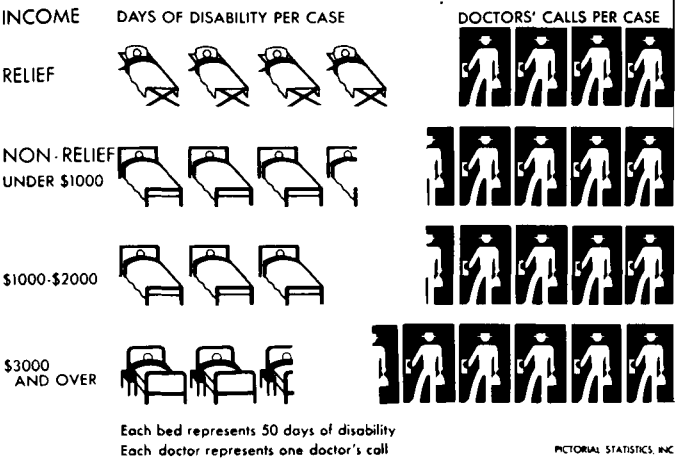
INCOME AND NUMBER OF ILLNESSES PER 1000 PERSONS

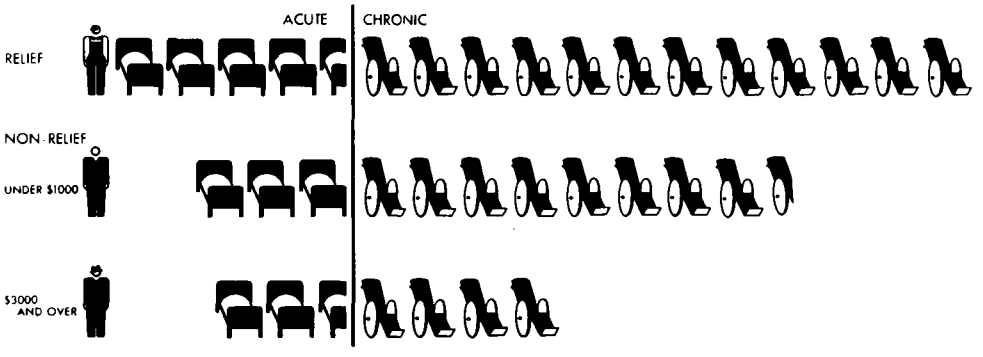


These charts illustrate significant findings of the National Health Survey, as summarized and interpreted in the latest Public Affairs Pamphlet, "Who Can Afford Health?" prepared by Beulah Amidon. (Price 10 cents from the Public Affairs Committee, 8 West 40 Street). The survey, based on a canvass of nearly 800,000 families, shows that those least able to pay for adequate medical care suffer the most frequent and severe illnesses.

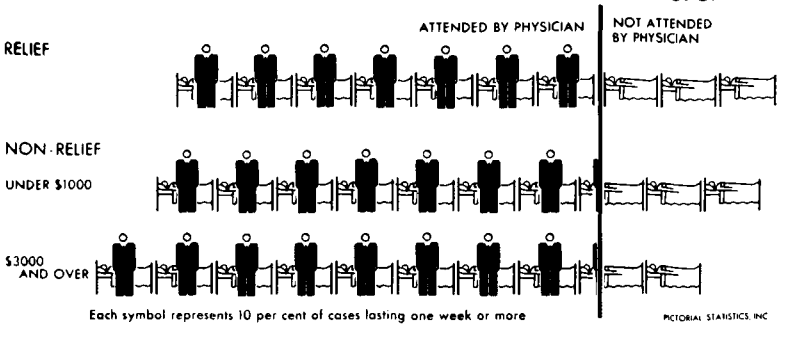
INCOME, SEVERITY OF ILLNESS, AND DOCTORS' CALLS



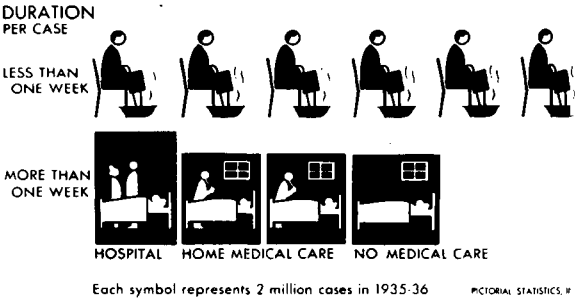
DAYS OF DISABILITY PER PERSON PER YEAR



PERCENTAGE OF DISABLING ILLNESSES ATTENDED BY PHYSICIANS



DISABLING SICKNESS AMONG THE POOREST THIRD OF THE NATION



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SURVEY MIDMONTHLY

FEBRUARY 1939

VOL. LXXV NO. 2

The First Year Is the Hardest

By KATHRYN CLOSE

"THE income tax boys have nothing on us."

Thus sighs Douglas P. Falconer, executive director of the Greater New York Fund, complicated central financing organization for New York's complicated network of privately supported health and welfare agencies. [See New York Starts Central Financing, by Ruth Lerrigo, *Survey Midmonthly*, March 1938.] Set up a year ago to raise supplementary money for the agencies, the fund's campaigning is limited to business and employe groups which are promised immunity from further solicitation by the member agencies. This distinction between the individual and the "business" giver, and with it the guarantees to individual agencies of their customary contributions from business firms, have required a system involving the mathematics of an Einstein.

To criticisms of the complicated mechanism developed by the fund for raising and distributing money there are two defenses: the first, a thrust—the work must be done; the second, a parry—can you offer anything simpler? As to the first, anybody even remotely connected with social work knows that more money always is needed. The second might seem to weaken at the suggestion of "a community chest," but contemplation of a city of seven million people with over 800 social and health agencies of every conceivable description—some rich, some poor, some young and leftish, others as conservative as their age—divests of simplicity any idea of a community chest.

But nowadays a community without some scheme of central financing is like an ostrich in an orange grove—well fed in spots. Each agency tends to concentrate on its job and to fail or refuse to see the whole. Only through joint planning (and planning and financing are integrally related) can the mastication take place which is necessary to good digestion. The Greater New York Fund is New York's new set of teeth. Like anyone with new teeth the community was timid about feeding them more than they could chew, presenting only $3,800,000 of the $10,000,000 requested in the first campaign held last May.

How has this trial bite been digested? Is the Greater New York Fund, after its first year, considered a success? What of the future? These questions are pertinent not only to New Yorkers but to everyone interested in watching an experiment in community service financing, unique in its elastic pattern which can develop and change shape as it serves the double duty of providing for and discovering needs in the world's greatest city.

The first angle to consider should perhaps be the financial one—the angle unfortunately from which most beginnings must be made. Why was the goal not reached? Can the coincidental recession receive all the blame for the gap between goal and achievement? Such questions cannot be answered unconditionally. The executives of the fund see two reasons from which they derive encouragement since both can be eliminated in the coming drive. Though last year's campaign was heralded by a huge publicity program, the fund was too new for New Yorkers really to understand it and consequently it was to many just one more charity boring at their pocketbooks. In some cases where understanding may have existed the campaign came too late in the spring, trailing the drives of various agencies which during the early months of the year were not yet pledged to limit their solicitation to indivduals. But in spite of everything, the important fact remains that some new monies were raised, though exactly how much no one can tell. After all, goals are based on need, not on capacity to give—qualities which often bear an inverse relationship to each other.

PERHAPS the main difficulty in interpreting the fund lay in its schizophrenic conception of the giver's personality as split into an individual (giving to independent agencies) and a member of an employe group or a firm (giving to the Greater New York Fund for the benefit of the same agencies). This did not arise in relation to large corporations where the bookkeeping is just impersonal mathematics. But these corporations are only a fraction of New York's 240,000 businesses; of the 42,000 firms solicited, the majority were either partnerships or personally owned businesses. To tell a man who owns his own business that it will not again be approached, is like saying: "We won't get you here in the office, but we'll be waiting on your front doorstep." Often partnership contributions were found to total no more than each partner had given to individual agencies in the past—obviously not new money. Employe solicitation ran into the same difficulties, though many employes probably were reached who never otherwise were approached. The executives of the fund are well aware of this problem arising from the

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difference between the fund and a community chest. But they hold faith in the power of education and habit, estimating that about five years will be needed to integrate the Greater New York Fund as an essential part of the city life. They see in at least some of the 6400 corporations and firms which contributed nearly $2,800,000 and the 4200 employe groups which contributed over one million, seeds which will spread understanding of the fund's purpose.

THE great test of the future of the fund lies, it seems, in its disposal of the monies received, for only if the member agencies are satisfied with the method of distribution will they apply for admittance to the fund for another year. The present method, necessary because of the natural doubts and fears of agencies traditionally individualistic, is responsible for the intricacy of accounts causing chronic headache at 52 Broadway. When the fund was set up these agencies were afraid of losing contributions from firms which previously were their regular contributors. Therefore the customary donations by business concerns to individual agencies were guaranteed by the Greater New York Fund and set aside for those agencies from the firm's contribution to the fund. The first snag struck was caused by the aforementioned partnerships and personal businesses where contributions were made at the expense of individual donations. Such gifts, though not strictly coming under the guarantee, were set aside as guaranteed funds. Sometimes the contribution was smaller than the previous donation to the agency. Then the Greater New York Fund sent out a representative to explain the method of group and individual giving and the procedure of guaranteed funds with the request that the firm bring the gift up to the usual standard. Sometimes he brought back the bacon. Once in a while a firm gave more generously to the Greater New York Fund than it had to the individual agencies. The difference between the gift and the guarantee went into the general fund. Altogether a nice job of bookkeeping.

But the headaches were not all at the Greater New York Fund headquarters. Each agency was asked to submit a financial statement covering its last fiscal year, its current fiscal year and the fund year. Each report showed not only past expenditures and a current budget but income by sources—from capital funds, earnings, gifts—and indicated what was expected under the guarantee. The agencies which ran into the most trouble were those eligible to receive money only for part of their activities—multi-functional agencies engaged in religious activities or other work in addition to their community service. In such cases often a complete reorganzation of the agency's accounting system was necessary. Some agencies, however, have found this breaking down of accounts of inestimable value in self-appraisal as it has brought them the opportunity to analyze the balancing of their work.

Though a substantial amount of time and money has been spent on accounting and clerical work the fund's executives are cheered by a rainbow, the completed files which can be used year after year with very little additional expense or effort. More encouraging is the possibility that after three years there may be no more guaranteed funds, and the Greater New York Fund may be free to distribute as it sees fit all the monies it collects.

But what of those monies not now in guaranteed funds? Though final figures have not yet been compiled, the fund estimates that it will have about $1,500,000 free to allot. In this sum lies its opportunity to integrate and expand the private welfare and health services of the city. Naturally this ideal cannot be achieved with $1,500,000 in a city where two million people annually seek the help of voluntary agencies and institutions. It is doubtful whether it could ever be wholly achieved in New York with any amount of money, for the price of integration is always freedom, a possession to which New York's private agencies jealously cling as the surest guide to progress. To cut off any of this even when the purpose is only to trim unnecessary weight they fear might be clipping the wings of private community service, leaving it efficient but unimaginative. But the Greater New York Fund, in a position to gain a perspective of the city not possible to an agency engrossed in a particular job, can lend direction and guidance to health and welfare work in New York without recourse to undue pressure through its distribution of free funds by placing emphasis on the power to develop rather than to curtail.

The creators of the Greater New York Fund knew that in the distribution of free funds there lay either a bomb or a balm. Therefore a series of functional committees was set up, each qualified and informed in a particular area in an effort to provide a hearing for all concerned. These committees met several times a week through the summer and fall and considered applications for admission and participation until the amount each agency should receive was determined. At the top is the central admissions and distribution committee, composed of persons prominent in social work either as agency board members or in a professional capacity. The fifteen members, variously nominated, were appointed by the president of the Welfare Council subject to the approval of the executive committee of the Greater New York Fund. Under the central committee are seven functional committees, each made up of persons familiar enough with the special field covered by the committee to be acquainted with its needs and to make recommendations for its improvement.

FIRST distributory action of the central committee was to set aside $75,000, 5 percent of the $1,500,000 free fund, for special purposes—money to which the Greater New York Fund can attach strings insuring its use for community needs so glaring that they are apparent to everyone familiar with social work in the city. This money has already been distributed: $25,000 divided among ten agenices for the development of social and health work for Negroes—largely foster home care; $25,000 among family, child and health agencies to expand their services in Queens; $25,000 set aside "to take care of special appeals from the decisions of the functional group committees"; that is, to meet complaints.

The other 95 percent of the free fund has been allotted on a pro-rata basis to the functional committees for distribution to individual agencies. The ratio for each field was determined by the size of its total philanthropic factor in financing as compared to that of other fields, the philanthropic factor being that part of the financing which always had been met by contributions or deficits. This, of course, may in no way represent proportionate need, but the intelligent social worker's attitude is perhaps represented by Neva R. Deardorff, secretary of the central admission and distribution committee and six of the functional committees, formerly director of the research bureau of the

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Welfare Council, who refuses to be disturbed. How, she asks, can anyone possibly be in the position at this time to measure the relative value of foster care or hospitalization? Of preventive health work or family service? Only intensive study over a period of years could produce a totally defensible program based on measurement of values. This year, each functional committee in distributing the money to the individual agencies on the same pro-rata basis, first set aside a proportion for discretionary purposes to meet the most urgent needs of the particular field. Much of this special money has been allotted for coordinating work to strengthen the fields in outlying boroughs and to provide central services for groups of agencies so that they might function more efficiently.

Though the Greater New York Fund turned down several applications for admission—379 agencies were accepted—so far it seems to prefer to use its discretionary funds as a wand of influence over social service in the community rather than to use its power to accept or reject. That power has been concerned mainly with technicalities and simple common sense standards—whether an agency has had a large enough budget to warrant admission and has a responsible executive or whether it hires an auditor —rather than with actual setting of detailed standards, though some agencies were rejected because their activities were not considered real social service. The fund, created by and for the private health and welfare agencies of New York City, has a future only in walking hand in hand with those agencies. For this reason it forms as few a priori policies as possible.

Policies, however, cannot always be avoided, and the necessity of forming at least two in the near future is the cloud threatening the calm seas on which the Greater New York Fund now sails. These policies will concern problems of what to do about agencies with large financial reserves, or about agencies—usually hospitals—operating on a surplus. The issues are not simple for they involve fundamentals of economic philosophy as well as the embarrassing fact that the agencies concerned are those possessing abundant good will in the community. The first problem is now in the hands of a sub-committee to study capital funds and in the prayers of the executive committee.

It is still early for an evaluation of the agencies' reaction to their creation. During the hectic days of assembling the required reports, some doubts passed across social workers' lunch tables as to whether the sum forthcoming would be "worth the work" involved in upsetting systems ingrained for years in agencies' financial departments—mumblings which probably were no more than a natural reaction to an overdose of figures. Since payments actually have been made, the fund's morning mail has been full of letters of appreciation from agencies large and small. Heartiest are those from the day nurseries, neighborhood houses and other small agencies where financial systems, because of the near absence of finances, have never been intricate. To them the Greater New York Fund checks are manna.

In the meantime the fund prepares for its second campaign. A permanent publicity department has been set up. Enthusiasm runs high and the task is to spread it throughout the city—not easy, perhaps, but challenging, for in spite of all complications and ramifications the fact remains that the success of the Greater New York Fund means the success of voluntary effort for "one common cause for all races and creeds." Not a bad goal in 1939.

Can We Define Social Case Work?

By ELIZABETH McCORD DE SCHWEINITZ

THERE has always been confusion and dissatisfaction about the term social case work. What it originally meant is not precisely known; what it means now is equally unclear.

The rapid development of social work in public assistance has increased this problem in definition. Although social case work is associated with the early attempts at an individualized and humane administration of relief, today many a public agency working to provide assistance appropriately and considerately has asked itself and has been asked the question: Is this agency doing case work? The response generally has depended not so much upon the function of the agency and the type of assistance it administered as upon the point of view toward case work of the person answering.

Take three hypothetical situations in a public assistance agency:

A man, wife, and three children under six, who have never before received assistance. The man was laid off five months ago and, although he anticipates reinstatement soon, he has sought other jobs unsuccessfully. There are no near relatives, savings are exhausted, the rent is due.

An aged couple who own their own home. For several years an only son and his wife have lived with them and provided all their necessities. A month ago the son's job was transferred to a nearby town. The parents are uncertain about the exact amount of his salary but feel that it is insufficient to meet the needs of the two families living separately. They doubt if they could rent or sell their house, and they do not want to move. They are upset about having to apply for assistance and are unwilling to have their son interviewed.

A woman with three children, a boy just past sixteen and twin girls four years old. The husband deserted before the birth of the twins and the wife has received assistance ever since. Now several problems present themselves. The boy does not want to continue in school, is not interested in work, is unhappy and a source of great worry to his mother; the husband has written suggesting that he return and the woman is uncertain whether or not to let him; she herself has been offered a part time job which would involve making some plan for the care of the twins.

In each of these cases, policies and procedures of the organization covered more or less definitely certain aspects of the situation. But there were also some steps which might or might not be taken at the discretion of the worker. Let us assume that he carried out the policies and procedures and that he took some action on his own initiative. Would we be willing to say whether or not this was social case work?

If the question were asked of any given number of social workers an equal number of different answers doubtless

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would be made or at least the answers would be qualified in that many ways. Most of those queried would want further information about the policies and procedures of the agency, its standards, the extent to which service was given in addition to relief, the amount and kind of information obtained, the action taken by the worker, his attitude and point of view, his background in training and experience, the effect upon the client of the total contact or of any part of it. Probably no two social workers would ask exactly the same information before deciding whether or not case work was being done, and it is impossible to know exactly what information would bring an affirmative rather than a negative answer.

Some social workers might say that the first case and perhaps also the second, do not "need social case work" because the problems are simply those concerned with the establishment of eligibility for financial aid. To other people the application for relief would involve case work because special understanding and skill are required in giving assistance helpfully.

This diversity of answer is due to the absence of any definition of social case work which has general acceptance. There are not even two or three different definitions which would represent different schools of thought; nor is there any universal measuring rod by which social workers determine where or where not to apply the term, social case work. To one person it depends upon the concrete action taken or quality of service given; to another upon the relationship established between the worker and the client; to a third upon the purpose of the agency; to a fourth upon the problem presented by the client.

SIXTEEN years ago in "What Is Social Case Work?" Mary E. Richmond gave the definition which, although offered tentatively, served for a time as a center around which method and philosophy developed: "Social case work consists of those processes which develop personality through adjustments consciously effected, individual by individual, between men and their social environment."

This definition describes social case work as a definite method: "adjustments consciously effected . . . between men and their social environment"; measurable in terms of the result obtained—"the development of personality." According to it, help which develops an individual's personality by making social adjustments for him is social case work. The emphasis is primarily upon the effect of the process upon the individual and secondarily upon the way in which this is brought about.

Within a few years after the publication of "What Is Social Case Work?" we find shifts away from this definition. New ideas about methods in financial assistance and quality in service began to evolve while increased understanding of human beings was revolutionizing old conceptions of personality, behavior, and the process of giving help. Social case work is still thought of as a way of helping, but our philosophy and practice have changed in many respects and our conception of what is involved in social case work also has changed.

The change has not been in one direction nor based upon one point of view. There are, however, some general trends which have been more or less accepted by the entire field. In the first place, the aim of social case work now is to give help rather than to achieve specific results in the client. We no longer regard social case work as "that which develops personality," even though individual development may often be a by-product of help received. In the second place the method of helping which is called social case work is no longer restricted to, or defined as "adjustments consciously effected between men and their social environment." Case work is regarded less as a prescribed system and more as a quality of help.

In the third place, the scope of social case work is less ambitious and comprehensive—we are more content to help with particular problems and less likely to think of solving total problems or entire situations.

The following statements while not offered by their authors as definitions, and by no means inclusive, seem to be representative of these tendencies both to expand and to limit the meaning of the term:

BERTHA REYNOLDS: We see social case work, then, as a process of counseling with the client, on a problem which is essentially his own, involving some difficulty in his social relationship. ("An Experiment in Short Contact Interviewing"—1932.)

ELEANOR NEUSTETTER: In the case work situation, the worker has three major resources: She can make available to the client services, material things and a relationship. . . . The case worker sees the client not as someone to be made over, one whom she will persuade to change attitudes. The worker sees the impossibility of accomplishing these objectives and the destructive uses of attempting them. . . . (In *The Family*, 1932.)

GORDON HAMILTON: If the case work approach means anything, it means that we accept people as they are; that the worth and dignity of the human personality in its own unique terms is our starting place and that neither preferential nor "deterrent" relief practices can operate when we really understand the nature of individual differences. (In *The Family*, 1938.)

GRACE MARCUS: Case work has been confronted with its own inner need to define its focus and limit its purposes. The result is a firmer conviction that case work is not primarily concerned with the inner difficulties of the client and with assisting him to solve the various emotional difficulties which close study may reveal, but rather social case work is concerned with some specific problem which he is encountering in reality and with helping him to use whatever capacity he has to deal with it actively and responsibly. (In *The Family*, 1938.)

VIRGINIA ROBINSON: Relief giving or any other public service becomes case work, in my understanding of the word, in proportion to the extent to which understanding and consideration of the individual client's problem in making use of the service is expressed in every aspect of the set-up in equipment and procedures, as well as in skill of workers. (In a lecture, "The Philosophy and Practice of Social Case Work," 1938.)

These remarks show a changed conception of social case work and in addition suggest the underlying purpose which always has been present in what would generally be regarded as good performance—to give aid in such a way as to conserve rather than to diminish the client's own capacity. This purpose has become more rather than less important as the area of social case work has grown; but increasingly also, we are recognizing how difficult it is to achieve.

The profession has accepted as its obligation the development of the knowledge, understanding and skill which are essential to the attainment of this purpose. Much progress has been made, and it is perhaps healthy that this progress has proceeded from different theoretical bases and without

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uniformity in practice. But a difficult problem is imposed if we use the words "social case work" to mean method and if we want a term which says the same thing to everybody.

Our aim is to provide services for individuals which will best meet their immediate need and safeguard their ability and their right to help themselves. To do this, we agree that it is necessary to have a quality of performance which includes many things ranging from sound procedures to an understanding of human beings. But we have not, nor are we likely to have, enough agreement upon what specifically constitutes quality as to base a definition upon it.

At present, social case work represents a criterion of value that can vary with each individual worker. To each person it means what seems essential to him in the practice of social work with individuals. We find ourselves disagreeing as to whether the work done is case work when what we really are debating is whether it has a certain quality—whether it measures up to our own minimum standards of what is good.

It is as if every person who used the word "teaching" or "teacher" invested those words with whatever he conceived of as good teaching, and was willing to use the word only when it carried that connotation. Thus one teacher might say of another, "He is not teaching," when his real meaning was: "He is not following any accepted principles of teaching"; or, "The result of his teaching seems to be poor"; or, "He was not graduated from a school of education"; or, "His class is too large for satisfactory teaching."

Returning to our hypothetical situations in the public assistance agency, it is not likely that any professional person would say that, because the function of the agency is to administer relief, the work could not be case work. But it is equally unlikely that anyone would maintain that, for that very reason, it was case work. Perhaps we are not ready to say this and perhaps we never shall be. The term itself may mean so much to us that we may not want to use it without qualitative meaning. If, however, we want to avoid the present confusion and lack of understanding about what constitutes social case work, it is essential that we adopt a definition that makes it possible for us all to mean the same thing when we use the words.

We can do this by considering the term either more narrowly or more broadly than we have in the past. If we should want to narrow its meaning we might exchange our individual qualitative yardstick of case work for a more objective measurement which would still retain the concept of methodology in giving help. This could be done if we could agree upon a specific amount of training, or of training and experience, which would be required before the work done by a worker could be called case work. Within this definition, different methods and philosophies might develop and different criteria of values undoubtedly would exist, but the term itself would take on definite status and clear meaning. This would anticipate a future when there might be registration of social workers with specific formal requirements.

But even if such a narrow definition were desirable, it is doubtful, at present, whether we are ready to restrict the use of a term which applies to so wide a field. The purpose served hardly would be useful enough to compensate for the losses involved and the possibility of hampering and harming the development of a sound program of service to individuals.

An alternative to narrowing the definition of social case work would be to broaden it. If, in the interests of exchanging confusion for clarity, we should be willing to give up calling social case work whatever in method and philosophy, purpose or skill, we regard at any particular time as good practice, we then would be able to apply the term to an entire area of social work. This would mean that we would cease trying to make the relative the absolute and would, instead, express our ideas of quality by modifying the term social case work with such adjectives as good, excellent and the like. Thus it would be possible to define social case work as those processes involved in giving service, financial assistance, or personal counsel to individuals by representatives of social agencies, according to policies established, and with consideration of individual need.

Such a broad definition as this will not be acceptable if the profession wants the term social case work to represent a standard or quality rather than a general type of social work; for it would include much in work with individuals where methods differ widely from any one standard of what is good, and much in which any accepted principle might seem totally absent. This definition does not, however, disregard the need for a high standard of work nor limit the extent to which any given work may be evaluated as excellent or poor, adequate or inadequate. Its chief value lies in removing one source of confusion and thus clearing the way for the development of good social case work. With agreement upon a definition comprehensive enough to cover any service or assistance provided for individuals through organized social agencies whether public or private, and including the entire content of the agency's contact with the client, we could concentrate upon the kinds and quality of help which professionally it is our obligation to offer.

Echoes of the Lima Conference

By ELISABETH SHIRLEY ENOCHS

TREMENDOUS social and economic changes have taken place in the world since the seventh regular Conference of American States adjourned in Montevideo two years ago. Many of them dealing with economic, labor and social questions were reflected in the resolutions adopted at the eighth conference at Lima, Peru, in late December. In a lengthy resolution citing the Covenant of the League of Nations on the organization of labor and the resolutions of the American Labor Conference held in Santiago in 1936, the Lima conference called upon the nations of America "in case they have not yet done so, to incorporate into their labor legislation provisions which may facilitate free association of workers and the free expression of opinion." The American governments were also urged to establish the principle of the "family income," its primary object "to safeguard, strengthen and increase the

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'human capital' of the state, developing healthy and numerous families by means of a system of compensations in accordance with the requirements of the family of the worker or the employe."

OF special interest to labor were resolutions passed by the conference on the subject of immigration. The American governments were urged to support the efforts of the International Labour Office looking toward creation of a permanent international committee on colonizing migrations and to collaborate with the Pan-American Union so that it may organize as soon as possible a committee of experts on immigration to assist in preparing standard treaties on the subject and to ascertain the receptive capacity of each of the American nations. A draft treaty submitted by the Brazilian delegation was referred to the Pan-American Union for coordination with other similar proposals. A resolution on labor migration urged the American governments to conclude bilateral or regional agreements tending to guarantee state control, by both originating and receiving states, of all foreign labor contracting offices and agents; labor contracts guaranteeing legal and economic equality of the immigrant and national worker, and specifying the obligations of the agent or contracting enterprise as to transportation of the worker, situation of the family, working conditions, repatriation, and so on. The extension of insurance benefits to families resident in any American country, and facilities for transmitting pensions, savings, and legacies to them likewise would be covered by such treaties.

The Mexican program for rehabilitation of the Indian population, as an essential element of the economic life of the country, inspired several resolutions on the protection of the American indigenous population. One resolution on the Indian problem declares that: "It shall be the purpose of all governments to promote policies tending to their complete integration into the national life." The Conference on Indian Life, scheduled to meet at La Paz, Bolivia, in August 1939, was asked to consider the desirability of creating an Inter-American Indian Institute for the study, compilation, and exchange of data on the status of the Indian population.

Efforts of the Commission on Civil and Political Rights of Women to adopt a resolution on protective legislation for wage earning women and maternity provoked one of the liveliest controversies of the entire conference. The right of women "to full protection in and opportunity for work" and "to the most ample protection as mothers" formed part of the Lima Declaration in Favor of Women's Rights, which also recognized the right of women to political treatment on the basis of equality with men and to equality of civil status.

An outstanding characteristic of the Lima Conference was its avoidance of treaties and conventions. Failure of the women to get a treaty on woman suffrage was not, of itself, significant, since no treaties of any kind were signed. But it was obvious from the start that the majority of the nations considered suffrage to be a subject for domestic, rather than international action. The chairman of the Inter-American Commission of Women had prepared a treaty on woman suffrage, but when opposition became apparent this was put in the form of a convention by which the contracting states would agree to recommend that the respective governments grant to women the right to elect and to be elected on the same basis as men. This, too, was later abandoned. Doris Stevens, chairman of the commission, who had announced that she would not introduce the controversial subject of an equal rights treaty at this conference, was frankly resentful when she learned that the delegation of the United States was introducing a resolution urging protective legislation for working women, a policy which she considered incompatible with full equal rights between the sexes.

The most vigorous of the drives for protective legislation, however, came from the Mexican delegation, the only woman member of which, Dr. Esperanza Balmaceda de Josefé, insisted that such legislation is needed to protect women from economic exploitation in countries which are just entering upon a period of industrial development. Mercedes Gallagher de Parks, technical adviser to the Peruvian delegation also urged the protection of maternity and of wage earning women by special laws. While Argentina's delegation included no women, Ana Rosa S. de Martinez Guerrero, Argentine member of the Inter-American Commission of Women, was emphatic in support of such legislation in her country, differing with the chairman of the commission on this point.

THE future of the Inter-American Commission of Women, which was first set up by a resolution of the Havana Conference in 1928, was a subject of controversy. The Peruvian delegation favored its abolition and the adoption of an agreement by all nations to include women in their delegations at future conferences. Others wanted the commission made an official part of the Pan-American Union, supported by a quota from the budget of the Union instead of by private funds raised by the chairman as at the present time.

The resolution as finally adopted, after much debate in committee, was a compromise: the commission was directed to report to the Pan-American Union instead of to the conference; governments were asked to appoint women members promptly; and the Pan-American Union was directed to appoint a member of the commission as chairman and also to study and submit to the ninth Conference of American States in Bogota in 1940, an organic statute for the commission. Elise F. Musser of the U.S. delegation and Dr. Balmaceda de Josefé deserve the main credit for overcoming Peruvian objections to the commission. The conference also urged the Pan-American Union to study the possibility of convening an Inter-American Congress of Women.

Even to attempt to describe the numerous resolutions on intellectual cooperation, education, and student exchange would outrun the available space. But a word must be said about the increased attention to problems of penology, criminology, and prison administration and the call for a Pan-American Congress on the subject. The conference also passed a resolution recommending that the Pan-American Union study the feasibility of creating a social and child welfare information center to promote and develop scientific social welfare programs, to encourage cooperation between the social service schools of the American countries and to assist in the organization of Pan-American social congresses. This subject will receive further consideration at the Eighth Pan-American Child Congress to be held in San José, Costa Rica, June 26-July 2 of this year. Establishment of a section of the Pan-American Union to serve as a clearing house in this field will mark a great forward step in a fruitful field of Pan-American cooperation.

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THE COUNTY WORKER'S JOB

Old Folks Are Like That

By JOSEPHINE STRODE

OLD folks are not like we think. They are not the frail, senescent votaries of the chimney corner as pictured in story and song. On the contrary the Grandmas and Gramps are out scrimmaging in the open, staging a grand offensive, making heavy biological gains, and piling up the score against the young. Within a decade, we are told, the old will be half the voting population of our country. Politicians already are climbing on the bandwagon.

This, fellow workers, is the situation with regard to the old folks, undeniably and indisputably validated by statistics. To be sure it is all disastrous to some of our popular conceptions, not to mention some of our social work practices. Reared and trained to a kindly deference for what we believed to be the irrevocable concomitants of old age—physical infirmity, mental deterioration, and general uselessness—we are startled by this emergence of a new role for the aged, and are discovering that ways of helping them are not quite as simple as we fondly supposed before the old folk got onto themselves.

To our credit it may be said that we always have wanted to help them, "bless their dear old hearts." We positively yearned to do something for them, even though our preceptors urged our attention to the "more hopeful" aspects of family life. We've had to scrap a lot of ideas and formulas the last year or two, and helping the old folks by the bless-their-dear-old-hearts pattern is one of them.

I recall the first Old Age party we had in our county. We had read that old people needed social activity to prevent "institutional deterioration," (Miss Bailey would call those "good $2 words," words which might amount to something if you knew what they meant.) We were not sure about the $2 part, but we felt ourselves competent on the social side, so we planned a party.

The Methodist Church gave us the use of its attractive parlors. The softest chairs were grouped about in little circles, companionably we thought; footstools were brought in for aged feet; bright colored yarns were purchased to add cheer to grandma's knitting; a musical program of old-time songs was planned by a group of young people. Old people must not be left to think about their infirmities, so we proposed to keep them happily entertained. It was all very pretty as we thoughtfully planned it. I remember a tear all but trembled on my cheek as the cars began to arrive, bringing the old folks in from the country, the poor farm, and from across the tracks. That, however, marked my last moment of full consciousness. With soul-rending suddenness my late-nineteenth century old age ideology gave way. The old folks "took over."

Old Pop Anse started the offensive. "Dad drat it," he said, "git your hands off that coat. I reckon I kin still git in and out my own clothes, and don't call me grandpa. My name's Anse."

Sara-without-the-H Malone, from across the tracks, thrice widowed and sixty-eight, said, when she saw the colored yarns, that she was willing to knit if we wanted the yarn made up, but she allowed she'd rather sing. She was particularly good, she said, on "The Holy City."

Mrs. Comptin, seventy-eight and arrow-straight of back, chose a stiff chair by the window. When she saw the yarn she said she hadn't brought her glasses as she hadn't expected to work. She thought it was to be a party. She had kind of hoped we might have a missionary to speak. She always liked to hear about "them lands away over yonder."

After the first verse of "When You and I Were Young Maggie," the young people were unceremoniously relieved of all further responsibility for the entertainment. With Miss Louella, a music hall artist of nickelodeon days, at the piano, Ab Whitbar a-tooting on his flageolet, and Mrs. Malone leading the singing, we were soon going to town on "Rose of Washington Square," "Sidewalks of New York," "Oh, Suzanna," and anything and everything, but "Silver Threads." We really were getting "hot" on "Alexander's Ragtime Band" when Cannonball Conklin, age seventy-three, volunteered to do some fire-eating, a residuum of talent from his vaudeville days with Houdini. The last I recall was Cannonball's request for some gasoline for the grimy sponge he drew from his pocket. It seemed that when the sponge was "lit," he would swallow the flame.

RECOVERING somewhat, several weeks later, we gathered at a staff meeting to talk the thing over. Old folks, we presently agreed, do not like to have things done for them. Deprived as they grow older of many activities, they apparently relish opportunities to "do" for themselves and others. Of course, we realized that any activities planned would have to take into account certain physical limitations—Cannonball's feet chronically "ache him," and Mrs. Malone's asthma interferes with her best lyrical flights—but despite handicaps they have the need to achieve. Our party, incidentally voted a huge success by all but the prostrated staff, made it all too apparent that "busy work" is not for the old folks. Cultural, recreational, and creative pursuits are what they want and need, though they might not recognize them by those $2 words. Many of them, all their lives, have cherished some heartfelt desire, the gratification of which they see threatened by their advancing years and poverty. So, promptly, in our county, we tossed out the window any ideas of planned entertainment for our Miss Louellas and Ab Whitbars and took up a new tack. Paint boxes were secured, work benches gave place to card tables for checkers, dominoes, pinochle and backgammon, and an adult education teacher was secured for lectures and instructions in new skills.

We realized, moreover, that there are many old people who are suffering from what might be called social malnutrition, and that a carefully selected choice of activities, its planning not visible to the naked eye, should be arranged to bring them back to normal. Certainly we did not have the time to visit with them often in their homes—to feed them socially with a spoon as it were—or to bring them into town as much as they might wish. The thing to do, we decided, was to corral some volunteers to assist in the socialization process. Even if the volunteers violated a few case work principles by raising some emotional hazards for the

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old folks, or even went so far as to "spoil" them somewhat, the result couldn't harm the old people nearly as much as their tragic social and physical isolation. And it worked, not in every instance to be sure, but often enough to show us that it was a good idea, the success of which depended almost wholly on catching volunteers who weren't merely trying to "do good," but who really enjoyed the crotchety old folks and their manifestations of temperament. It was the old story of the round peg and the square hole.

Urban and rural social workers alike are aware of their own need for light on the problems of the aged. Little is known and little has been written about them. Yet we find that in September of 1938, there were, according to official figures, 1,737,781 old age assistance clients in the United States. Their average monthly allowance was $19.21, adding up to a total of $33,375,351.

Already we social workers are recognizing the physical, emotional and social needs of these 1,737,781 old people, needs of which, until recently, we had taken little cognizance. Perhaps some of us used to think that a few good funerals were the best, perhaps the only solutions of the problems we saw about us. But we know now that funerals solve nothing, nor does $19.21 a month solve very much. And so we are asking ourselves some pretty direct questions about these old people, their possible contribution to the life about them, and ours to them. Is senility and increased dependency the only outlook for old age or can the accumulated knowledge and experience of these nearly two million people be turned into a plus not only for themselves but for all of us? What knowledge and skill do we require to make our own contribution effective?

MEDICAL authorities admit they have made no intensive study of the special problems of the aged. They confess to preoccupation with the young, and a somewhat defeatist attitude toward the old. Like many social workers they have said, "Oh, well, old folks are like that. So what?" Now, however, with every old age assistant recipient a potential applicant for free medical service, the doctors are compelled to do some thinking about the problems of old age, and reverberations from their initial efforts already are being heard.

Not more than one third of the old people coming to their clinics, the doctors tell us, are actually in need of medical aid. Given adequate and properly cooked food, suitable and sufficient clothing, decent housing, and above all some opportunity to be effective and important, and the majority of the old people, they say, would have little need for their services. Old age, they tell us, is never wholly physiological, and in some cases not physiological at all. Senescence comes most frequently after some marked crisis in life such as loss of position, health, prestige, or family, and usually occurs after the fiftieth year. Inactivity and isolation, whether due to economic, social, or physical factors, are more directly productive of senile symptoms than the inroads of disease or physical decadence.

Furthermore, the doctors inform us, a disease, because it occurs in an old person, is not necessarily a disease of old age. The disease may have been latent for years and assumed pathological proportions only on the instance of a crisis in the individual's life. The doctors also hold that the proper study of the physiological factors of old age cannot be isolated to the period of old age. Such study should cover the whole life span.

Psychiatrists likewise hold that any study of the behavior of an individual should cover all of his life experiences. Personality and emotional failures do not come suddenly at any particular age. They are the products of the total life experience of the individual. A person who never has amounted to anything all his life isn't going to branch out at seventy or eighty with any marked achievement. It is important, therefore, to find out what resources of character, emotions, intelligence, and abilities each old person has brought to his advanced years. These must in large measure determine the nature of the treatment program for each individual who comes to our more or less tender social worker mercies.

THE emotional problems of old people are perhaps the most difficult to understand. The crotchets, complaints, jealousies, despotic tendencies of the old which are so irritating to their families and so upsetting to good social work efforts are in fact, we are told, the healthiest kind of defense reactions. When Grandma gets very domineering it is probably a sign that unconsciously she feels her authority slipping from her, and rather than admit this fact she becomes more authoritative in an unconscious endeavor to reassure herself. To admit her opinion or judgment as no longer needed would be for Grandma to admit that there was no need for her to live—unless, of course, she were fortunate in finding some compensating outlet for her need to be effective. Fear of dependency, loss of love and esteem, and awareness of diminishing usefulness are some of the emotional hazards for old folks which are basic in many of their crotchets.

I recall an old timer in our town who became deaf every time he was laid off WPA. As soon as he returned to work, he recovered his hearing. There was no doubt about this physiological and aging effect of his unemployment. It happened too regularly for us to be mistaken. Freud, it seems, has an explanation for this sort of thing. If an individual's unconscious drives cannot be "delivered" to their objectives in the outer world, they are turned against the individual himself. In other words, failing to be successful in a job this old timer achieved success in becoming deaf.

It is sometimes puzzling to know what information significant for social treatment should be secured from the life histories of old people. The pattern of living, whether urban, rural, or small town is important. In old Miz Epps, who has spent a long life in the kitchen of an isolated farmhouse, we get a different picture of needs than in sharp-tongued rheumatic and still romantic Miss Marie Bell who once travelled as a dancer with a road show. The role formerly played by the old person in the family household, whether active or passive, will throw light on present emotional problems and family conflicts. Major adjustments or crises which have come since the age of fifty should be known. It is also important to know the recreational interests and skills of old people as well as their knowledge of and ability to use available community resources.

Difficult as the problems of old age seem, limited as our resources undoubtedly are, and meager as professional literature on practice and method may be, there can be no escape from the responsibility of social workers to do some-

This is the fifth of a series of articles by Miss Strode on "the processes and problems of social work where the county is the unit of service and practice runs out over the back roads to the villages and remote farms." Coming next month: Beef, Prunes and Ink Blots and Other Aspects of Aid to Dependent Children.

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thing constructive for the old folks. Behind all the pension schemes—the thirty-dollar-Thursday, the monthly two-hundred and all the rest—lies a poignant picture of frustration and deprivation. The very simplicity and literalness of the plans, with little regard for where the money is to come from, tell us worlds about the needs and desires of our aged pensionnaires.

It is not enough, now, to smile with cheery brightness at the foibles of the old folks, dismissing their problems with a pitying sigh of "Old folks are like that." Old folks are not "like that." They are individuals with potentialities and abilities as well as problems. Sweeping generalizations about old age can no longer serve as basis for social work practices either in rural or urban districts. The big adventure for the aged is under way. The politicians already see it, and it is high time we social workers got our eyes open.

"Health So Hardly Won"

By ALICE L. MOORE

EVERY year approximately 20,000 persons are discharged from tuberculosis sanatoria in the United States as "arrested" or "apparently arrested" cases. Men and women in the prime of life, the majority between the ages of twenty and thirty, they have the full approval of the sanatoria physicians when they leave as persons who are physically capable of adjusting themselves again to normal living.

These people are grateful to the sanatorium to which they feel they owe their survival, eager to get back into the active business of living and confident of retaining the health that has been restored to them. They tell themselves that there is no magic formula about life in a sanatorium; that it should be possible to apply the principles learned there to life outside and to obtain those simple requisites of continuing health—wholesome food, fresh air, plenty of rest, freedom from worry. Knowing what kind of exertion and exposure and what living and working conditions to avoid, they hope for an opportunity to work moderately and to enjoy the life that their experience has taught them to appreciate.

How many of this gallant army of 20,000, returning to the conflicts of everyday living, will manage to survive? The answer is not a happy one, for experience indicates that between one fourth and one half of these discharged patients will be dead or back in sanatoria within five years. This estimate cannot be dismissed lightly with the conclusion that a high mortality rate is to be expected in tuberculosis. The tragedy is that most of these deaths and recurrences could be prevented.

Until recently there has been a certain apathy if not indifference on the part of workers among the tuberculous as to what happens to patients after they leave the sanatorium. Nurses and social workers seem to be concerned chiefly with getting patients into sanatoria; the sanatorium people to feel that they have done their part when their patients are able to go out into the world again. Maintaining the health so hardly won is left largely to circumstances.

A year or so ago, a bulletin publishing the results of a survey conducted by the rehabilitation division of the Wisconsin State Board of Vocational and Adult Education, presented some striking figures indicative of the need for rehabilitation service for the tuberculous. Since Wisconsin prides itself on its care of the tuberculous and claims to be a pioneer in the field of rehabilitation, the findings disclose conditions at least no worse than in other states.

This survey endeavored to discover what had happened to tuberculous patients discharged from nineteen Wisconsin sanatoria between June 1924, and June 1934. Case records were examined and, after the elimination of duplications due to readmission, patients under sixteen at the time of the survey, and others for various reasons, 7506 records were retained for study. The distribution of these cases was as follows:

Cases living and interviewed	2395	31.9	percent
Cases known dead	2046	27.4	"
Cases not interviewed (patient living but refused interview, too ill, not at home after third call, etc.)	1002	13.3	"
Cases moved from state or county	1040	13.8	"
Cases lost trace of	1023	13.6	"
	7506	100.0	"

Of the 27.4 percent included in the last two classifications little can be said, although one cannot help wondering how many of the 2063 people had lost themselves deliberately in an effort to escape the stigma of "consumptive." Nor dare one conjecture too much about the tragedies back of that figure of over 27.4 percent known dead.

Of the cases living and interviewed about 25 percent were housewives. This survey, as well as one conducted in Boston a few years ago, would tend to indicate that on the whole housewives stand a better chance of survival than other occupational groups. The inference is that the type of work engaged in is of less consequence than a sense of security. Even among this group, however, there is opportunity for service; for it stands to reason that if a wife and mother is returned to a substandard subsistence level she has less chance of keeping her health than if she were given financial or other assistance, when necessary, to maintain an adequate standard.

Of the patients who were interviewed, only 35.5 percent were gainfully employed at the time of the survey. Of the remainder, 18.7 percent were unemployable; 4.2 percent were students; 4.5 percent were "unpaid home workers"; 11.7 percent were unemployed. The report concludes that at least 20 percent of those interviewed were definitely in need of rehabilitation service; that many of those employed but in unsuitable, inadequately paid occupations would benefit by such service, and that at least some of those now classed as unemployable were not irrevocably so.

But why should the community concern itself with the rehabilitation of the tuberculous? Are not these people who have been nursed through a long convalescence capable at last of caring for themselves?

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Tuberculosis is essentially a poor man's disease, and the great majority of people who contract it do so as the result of improper living and working conditions. Most of them come from the ranks of industrial workers, where they have been doing hard manual labor at low pay. If these people return to the only kind of work they know how to do their chances of survival are almost nil. The need for training that will fit them for a different type of employment is obvious. The large numbers of young people who have never been employed are equally in need of training for occupations that will not be detrimental to their health.

It formerly was held that only outdoor occupations were suitable for the discharged tuberculous patient, but now it is generally agreed that almost any occupation is suitable that does not require too much exertion or too long hours, and that can be engaged in under conditions generally regarded as healthful, such as the absence of excessive dampness, dust, or fumes.

THERE have been a number of fairly small but successful demonstrations of the practicability of occupational rehabilitation for the tuberculous, but if rehabilitation service stops with training it has accomplished little. Most necessary of all is the service that will see to it that discharged patients actually get jobs. It avails little to tell them what kind of work to get, and even to train them for it, if they cannot find the work. Discharged patients who have been employed in fields to which it would be perfectly suitable for them to return, and are therefore in no need of further education or of vocational guidance, encounter just as much difficulty in finding employment as do those in the unskilled class. Left to their own resources they find their tuberculous experience an almost insurmountable handicap. They must, to obtain employment, give an account of their immediate past, and they might better confess to a term in the penitentiary than admit to a "term" in a tuberculosis sanatorium. Even though the prospective employer may have no fear of contact on his own account, he is afraid of the fears of his employes, customers, clients and what not. The mental anguish suffered by ex-sanatorium patients from repeated rebuffs in their effort to find work, together with an evergrowing sense of futility, contributes just as much toward inevitable breakdown as does the lack of financial resources to pay for adequate food, clothing and living quarters.

Books and articles for the enlightenment of the tuberculous invariably stress the need for getting advice and help in finding suitable work, but fail to tell where to go for such assistance. The family physician, the tuberculosis specialist and even the sanatorium superintendent have little opportunity to keep up with economic trends and certainly have no time to make the actual contacts necessary to find positions for their patients. Such work needs to be done by workers trained especially for that service, who, working with established employment agencies, will make careful studies of the qualifications of their clients and, where necessary, offer further training. Most important they will, in their contacts with employers, stress the fact that there is far less danger of infection from arrested cases of tuberculosis than from unsuspected cases, and that the discharged patient, because of his sanatorium experience, is likely to be an especially conscientious and efficient employe.

What is actually being done toward the rehabilitation of tuberculous patients? A survey made last year with the cooperation of the rehabilitation department of the National Tuberculosis Association shows that out of the thousands leaving sanatoria throughout the United States annually, less than two thousand receive any training whatever toward occupational readjustment, and that most of this comes under the heading of occupational therapy, which while helpful in contributing to the mental health of the patient, is valueless as a means of earning a living. Of anything that can honestly be termed vocational training, there is the merest smattering. Some few sanatoria provide instruction in typing, shorthand, bookkeeping, sewing, carpentry, shoe repairing, and in other practical lines; but such training is so rare as to be almost negligible. In a few states convalescent camps and sheltered workshops offer opportunity to a limited number to become physically adjusted before entering normal employment. The few organizations which offer such service function well, but they are scattered and serve only limited communities. Most localities have nothing whatever to offer the tuberculous in the way of specialized placement service.

The reasons for this gap seem to be: first, that trained workers, qualified to find employment for the tuberculous, are expensive and that funds are not available to pay them; second, that the prejudice of the public against employing the tuberculous is held to be too deep-seated to overcome.

It costs on an average $17.50 a week to keep a patient in a sanatorium. The national bill for this service can be figured roughly at not less than $75 million annually. Estimates as to the number of patients readmitted to sanatoria vary from one out of fifteen to one out of five, but probably about $12 million of that national bill is spent on readmitted cases. From a financial standpoint, if from no other, it would seem worthwhile to help these people into occupations where they could maintain their health.

THE task of overcoming the public's prejudice against employing people known to have been tuberculous would seem logically to belong to the tuberculosis associations. However, the very weapon which many of these associations have used to arouse people to the need for diagnosis and sanatorium treatment is that which is turned against the patient upon his discharge—the fear of contact with tuberculosis. Immeasurable harm has been done by the exaggeration of a danger which, with the exercise of proper care, is negligible. Tuberculosis associations could do much to offset this fear if they would give as much publicity to some facts as they have given to others. They might disclose, for example, the results of tuberculin tests which indicate the surprising prevalence of tuberculous infection. A very conservative estimate indicates that at least 50 percent of adults tested already have in their systems the tubercle bacilli which might result in active tuberculosis if their resistance were weakened. It has been claimed that healed lesions found in autopsies indicate that 95 percent have at some time had active tuberculosis. In other words, most people have tuberculosis in so slight a form that they are unaware of it; it is only those whose resistance has been sufficiently weakened to make their breakdown apparent who must pay the penalty. It would seem to be more effective, therefore, to place less emphasis on the avoidance of contact with tuberculosis and more on the building up of resistance against it by proper living. This might result in encouragement, rather than discouragement, for those who are struggling to survive, and might make the attitude toward the tuberculous less of an example of "man's inhumanity to man."

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Here in Washington . . . By Glen Leet

KEYS TO SIGNIFICANT TRENDS IN SOCIAL PLANNING IN AMERICA ARE THREE RECENTly published documents: the final report of the Advisory Council on Social Security, dealing only with old age insurance; the report of the Senate Committee on Unemployment and Relief; the report of the Social Security Board to the President and Congress on proposed changes in the Social Security Act. All three are based upon extensive study and research and in some ways are comparable with the famous reports of various British commissions.

GLEN LEET

AID TO DEPENDENT CHILDREN: Both the Senate committee and the Social Security Board recommend raising federal contributions from one third to one half, the board pointing out that, as a result of the present one third arrangement, fewer states are participating in this than in other security programs, and that in many of the states the level of assistance for dependent children is lower than for the aged and the blind. The number of old people now being aided through federal grants is three times as large as the number of dependent children. The board recommends that the present maximum payments be increased, and the age limit raised from sixteen to eighteen when the child is attending school regularly.

STATE MERIT SYSTEMS: The Senate committee and the board agree—and President Roosevelt strongly recommended in his special social security message—that state personnel administering federal grants should be chosen on a merit system approved by the Social Security Board.

OLD AGE INSURANCE: The Advisory Council, the Social Security Board and the Senate committee were in agreement that old age insurance benefit payments should begin in 1940 rather than in 1942. This was the only recommendation concerning old age insurance made by the Senate committee. The board and the council are in substantial agreement in their recommendations regarding old age insurance. Most significant are the proposals for monthly benefits for widows and orphans; for the eventual extension of coverage to agricultural laborers, domestic workers, seamen, employes of the U.S. government, national banks and other instrumentalities of the government, and persons now over sixty-five who still are working. Both board and council are wary, and recommend these extensions only "as rapidly as administratively feasible."

Employes of private, non-profit, religious, charitable and educational institutions would be covered immediately, the board stating that it anticipates no serious administrative difficulties in such inclusion. The board raises a significant and somewhat technical question by the suggestion of "average wages" as a benefit base, rather than the present "total accumulated wage basis." The average wage base is held to be more flexible and equitable in the long run, and to be a protection to the system, as it matures, against disproportionate payments to those in covered employment for only a short time.

VARIABLE GRANTS: These are recommended both by the board and the Senate committee. The board believes "that it is essential to change the present system of uniform percentage grants to a system whereby the percentage of the total cost in each state met through a federal grant would vary in accordance with the relative economic capacity of the state." Too shrewd to put itself on a hot spot by proposing a yardstick for "relative economic capacity," the board suggests that it "would be desirable" to establish an interdepartmental agency to collect and analyze economic data for determining the capacity of the states, upon the basis of which the varying percentages would be computed. The Senate committee, however, proposes a definite formula. It recommends that the federal contribution for public assistance to all three categories be 50 percent of the amount paid out, but that in states where the average per capita income is less than the average for the United States, the federal contribution be increased in proportion to such difference, and that a provision of the grant should be the guarantee of minimum payments of $15 to the aged and the blind, and $20 per family unit for aid to dependent children. Such a proposal might provide increased federal contributions to the following states: Alabama, Arkansas, Florida, Georgia, Idaho, Iowa, Kansas, Kentucky, Louisiana, Mississippi, Missouri, Nebraska, New Mexico, North Carolina, North Dakota, Oklahoma, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia and West Virginia.

UNEMPLOYMENT COMPENSATION: The committee recommends that the waiting period for unemployment compensation be shortened to one week, that the period of benefits be lengthened, that the amount of benefits be fixed at a few standard figures, and that the complicated tax system be simplified. The board likewise recommends that tax and reporting procedures be simplified and proposes extension of coverage and synchronization between unemployment compensation and old age insurance. It recommends further that the annual appropriation of federal funds for administrative grants to the states be increased to a maximum of $80 million.

CONSOLIDATION OF U.C. AND E.S.: The board recommends that the administration of unemployment compensation and of the U.S. Employment Service be unified in a single federal bureau. Obviously it would be indelicate for the board to recommend that a service be transferred to its jurisdiction from another government department, but the Senate committee felt no such diffidence and rather definitely implied that the employment service should be transferred to the Social Security Board. Senator Murray, a member of the committee, has introduced a bill to this end.

TECHNIQUES OF SOCIAL PLANNING: These reports illustrate the use of three distinct techniques for arriving at the treatment of complex social and governmental problems: (1) a citizens' advisory council; (2) a legislative committee; (3) a governmental administrative agency. Each of these devices has certain strengths and weaknesses. The first is representative of broad, divergent and important interests which are directly concerned; the second focuses on the problem the attention of legislative leaders whose interest and understanding is essential to the development of any program; the third is strong on practical administrative experience and technical resources. All of these are important. For the continued development of this program there might be value in a council or commission in some degree combining these characteristics—a joint commission representing legislators, administrative officials, and the public.

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The Common Welfare

Edward P. Costigan

FOR some thirty years Edward P. Costigan, former U.S. Senator from Colorado, who died in mid-January, was in the vanguard of progressive political and social movements in his home state and in the nation. In his single term as Senator, 1930-36, he exerted a leadership so earnest, vigorous and enlightened that his decision—dictated by ill health—not to run for re-election was counted a heavy blow to the forces of liberalism. Of the many movements—child labor, anti-lynching, civil service reform, for example—that owe much to his advocacy, relief for the unemployed probably owes the most. For it was he, together with Senator Robert M. La Follette, Jr. of Wisconsin, who lifted the tabu from congressional consideration of the use of federal funds for relief and, by means of public hearings in January 1932 and again in January 1933, spread on the record such a firsthand story of nation-wide destitution and distress as to make congressional action imperative.

For the unemployed and the justice of their claim on their government for the right to survive, Edward P. Costigan fought tirelessly—and won. His efforts helped to write a new chapter in the history of the extension of federal responsibility for the lives and well-being of the citizens of this country.

Health Ahead

IN his "Annual Message on Health Security," the President brought out that four years have gone by since a comprehensive health program was recognized as an "essential link in our defenses against individual and social insecurity." That was the time the Social Security Act was forged. Recommendations which technicians had hammered out in the health field were put back like rods in pickle until a more propitious day for their welding.

The day hit upon was January 23, 1939 when, in his message, the President laid the design for such a national health program before Congress, transmitting a report and recommendations submitted to him ten days before by the Interdepartmental Committee to Coordinate Health and Welfare Activities. The chairman of this committee is Josephine Roche; its membership includes Surgeon General Thomas Parran, M.D. and Arthur J. Altmeyer, chairman of the Social Security Board.

Their findings are based on fresh explorations of the whole field by their Technical Committee on Medical Care, of which Martha M. Eliot, M.D. of the U. S. Children's Bureau is chairman, and on the National Health Survey of which George St. J. Perrott of the U. S. Public Health Service was director.

The past four years have seen a mounting body of evidence piled up by these and other research bodies so that it is clear that the need for a national health program, in the words of the Interdepartmental Committee, "may be measured in the lack of essential resources for the prevention and care of sickness—and in a massive and unnecessary burden of sickness, death and poverty." Meanwhile, other links in the chain of social security have been put into production. Public, taxpayers and beneficiaries have had the chance to gauge how the principle of insurance has been set to work in a federal-state system of unemployment compensation; to consider changes already called for in employing it in a national scheme of old age benefits. They have had the chance to see the principle of federal grants-in-aid applied to reinforce state and local activities in respect to a wide range of needs—in the health no less than the welfare field. Hospital insurance has spread as have cooperative plans of group practice and group payment. The National Health Conference called by the Interdepartmental Committee last July registered both a sea change in significant reaches of medical opinion and a tidal sweep of demand for action on the part of labor, farmers, social and educational organizations.

Since then the lines may have been drawn more closely, pro and con, but they have been drawn much further out in the field of action. The American Medical Association, for example, at its special fall meeting accepted with reservations, but in principle, four out of five of the major recommendations at Washington—including compensation for lost earnings due to sickness. Thus organized medicine associates itself actively with measures not only to enhance public health but to finance, in organized ways, the burden on the profession—especially heavy during the hard times—of practice among the medically needy. It balks at applying the process in reverse—the organized payment for medical care through compulsory health insurance, which would spread the sickness burden on low income patients over large groups of people and long stretches of time.

Since then, also, the Interdepartmental Committee has conferred with representatives and members of lay and professional groups. The President's message was referred to the Committee on Ways and Means together with the new report of the Interdepartmental Committee and also the report its Technical Committee put before the National Health Conference, projecting a ten-year program, reaching an annual figure of $850 million at its peak.

The January recommendations do not go into costs; but, like those of July, call for federal-state cooperation through federal grants-in-aid to states and, through the states, to localities to:

expand and strengthen public health services, maternal and child health services, and special services to combat deadly and preventable diseases; extend and modernize general and special hospitals and health diagnostic centers; assist states in developing programs of medical care—through taxation or insurance; develop social insurance to provide partial replacement of wages during temporary or permanent disability.

It is to be noted that the new recommendations are listed under four heads. Five were listed in the earlier report. Two have been combined under the third.

Federal grants-in-aid are recommended not only to help provide programs of medical care for the needy and medically needy, but also to help meet the "needs of the entire population" or, at least, "the needs of all low income groups." The choice of the groups to be served, the scope of the services furnished, and the methods used to finance the program are again left to the states.

The July report began with needs. The January report (like that of last March) begins with accomplishments. "There can be no doubt that the general level of health in the United States is higher today than at any time in our

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history." Stress is laid on the importance of research and education; the maintenance and advancement of the quality of medical care; of the personal relationship between doctor and patient. These and other points were underscored by physicians at Washington last July and presumably in subsequent conferences.

But on the underlying principle of wide coverage the Interdepartmental Committee stood its ground—with the President back of them in his message.

THE COMMITTEE:

> "If certain wasteful and non-productive expenditures were eliminated, adequate medical services could be provided to large groups of families for about the aggregate amount that families now spend. . . . Some go through a year luckily, with no medical bills and no loss of earnings from sickness and disability. Some are faced with costs or losses they can meet out of income or savings. But each year there are many—and no one can predict who those will be—for whom these costs and losses are disastrous. . . ."

THE PRESIDENT:

> "The average level of health or the average cost of sickness has little meaning for those who now must meet personal catastrophes. To know that a stream is 4 feet deep on the average is of little help to those who drown in the places where it is 10 feet deep. The recommendations of the committee offer a program to bridge that stream by reducing the risks of needless suffering and death, and of costs and dependency, that now overwhelm millions of individual families and sap the resources of the Nation. . . ."

Congress and the Unemployed

CONGRESS'S battle for independence loses any aspect of courage when it is waged at the expense of the unemployed. By slashing $150 million from the President's request for a $875 million deficiency appropriation for WPA, the legislative body seemed to lose touch with reality in its preoccupation with resisting the administration, so that the actual issue, how much was needed to carry WPA until June 30, became secondary. Those Senators—they had a majority of one—who voted for the cut while conceding that it meant a probable reduction of 600,000 from the WPA rolls by the end of June (the President's estimate was one million) seemed to see nothing ludicrous in aiming the first bullet in the independent economy drive towards the obvious "have-nots."

While much evidence was given at the Senate hearings in regard to the amount needed to continue the present WPA program, involving approximately three million persons, little was said about those thousands now eligible for but unable to obtain WPA employment. Therefore local direct relief administrators can only smile wanly at the Senate's direction that administrative reductions do not exceed 5 percent (about 150,000) before April 1. More encouraging perhaps is the Senate's permission for the President to request another appropriation "should an emergency arise" though there is no indication that Congress and the President will agree on what constitutes an emergency.

Senator Byrnes' report (see page 45) from the Special Committee to Investigate Unemployment and Relief received little attention in the appropriation vote except in the recommendation proposing curbs on political activities in the WPA. The Senate, which holds the power to affirm or reject the appointment of anyone receiving over $5000 from a special government bureau, righteously rose to the demand to "keep politics out of relief" by prohibiting campaign solicitations from anyone working for or receiving funds from a government agency, with those Senators riding on the front of the bandwagon against whom accusations of advantageously mixing relief and politics have been loudest.

A more affirmative aspect of the Byrnes' report, notably the recommendation for consolidation of the WPA, PWA, CCC, and NYA into one Public Works Department or Division received no consideration because of the urgency of completing the legislation by the first week in February. However, it will probably receive closer attention when debates begin on the federal relief appropriation for the fiscal year 1939-40.

Peaceably If We Can—

THE third annual report of the National Labor Relations Board affords an excellent opportunity to compare the contentions as to the board's work as presented by anti-union and anti-administration papers with its official record of procedures and accomplishments. During the twelve months following the Supreme Court decision in the first group of labor board cases [see *Survey Graphic,* March 1937, page 133] the NLRB has had under consideration 12,632 cases, involving 3,131,688 workers. Of these, 8851, involving 1,845,818 workers, were written off the books, 95 percent of them without the necessity of formal hearing.

The figures submitted by the board do not bear out the much publicized contention that the act has been so applied as to favor the Congress of Industrial Organizations. Thus: settlements preceding formal action were secured in 52.5 percent of the AF of L cases, and 52.7 percent of the CIO cases; 13.6 percent of the AF of L cases were dismissed, 11.8 percent of the CIO cases; the board adopted the AF of L contention as to the appropriate bargaining unit in 21 cases; the CIO contention in 16 cases. The report comments:

> "Interestingly enough, the board's decisions relating to the appropriate unit . . . seem to have generated less heat than the very small number of cases in which the board has found that one of the labor groups has profited at the direct expense of the other by the employer's unfair labor practices. . . . The explanation probably lies in the fact that in most of such cases the beneficiary of the employer's illegal acts also secures a collective agreement, with or without a closed shop agreement, and is naturally loath to recognize the board's duty to compel the employer to forego the fruits of his violation of the law."

Survey Graphic Takes a Bow

WRITERS and artists who contributed to the special issue of *Survey Graphic,* "Calling America," were guests of honor at a reception given by Survey Associates, Inc., on January 31, the day before the February number of the magazine appeared on the newsstands. Over a hundred friends of *Survey Graphic* gathered at the Gramercy Park Hotel, New York City, to celebrate the publication of this issue, which Raymond Gram Swing, the contributing editor, described in a brief talk as "an answer to the challenge of the tyrannies to the democracies." Four of the contributors spoke briefly: Alvin Johnson, Alain Locke, Charles A. Thomson, William L. White. Richard B. Scandrett, Jr., president of Survey Associates, who served as chairman, introduced other contributors who were present: James Daugherty, William H. Davis, Edward T. Devine, Arthur Feiler, Helen Hall, Oscar I. Janowsky, Alpheus Thomas Mason, Abraham Revusky, Dorothy Thompson.

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The Social Front

The Aged

UTOPIA is a long way off from those states travelling the "short-cut" marked "indiscriminate old age pensions." That some find themselves set on this path by court decision rather than by deliberate choice makes the way, blocked by financial chaos, none the easier to travel. Such a state is Washington where the actions brought by Mrs. Joanna B. Conant, a widow aged 79, and sustained by the state supreme court, threaten the stability of the whole state old age assistance program. Mrs. Conant, who is willingly supported by a daughter and son-in-law, filed application in August 1937 for the $30 monthly old age allowance granted by law to the state's needy oldsters. Since that time a legal battle has raged between the State Department of Social Security and Mrs. Conant over the meaning of the term "needy," the department contending that aid from relatives constitutes a resource which must be taken into account in the determination of eligibility for assistance. Mrs. Conant so far has won every round. The superior court ordered the Department of Social Security to pay her $30 a month; the state supreme court not only upheld the lower court's decision but made the order retroactive to the date of the original application for assistance.

Mrs. Conant's $30 is a drop in the bucket to what the decision will cost the state. Charles F. Ernst, director of the State Department of Social Security, estimates that between $10 and $20 million will have to be found somewhere for the 37,000 additional persons it makes eligible, and to pay the lump sums collectable under the retroactive order to those who have been receiving small grants as supplementary to income from relatives. As it is, the department has had difficulty in stretching its biennium appropriation for the 38,000 old persons receiving payments averaging $22 a month.

IN MISSOURI, THE COURTS HAVE WROUGHT the same predicament. The monthly $50 received from a daughter by an OAA applicant's wife has been construed as neither "income nor other resources" and therefore cannot bar the applicant from receiving old age assistance. The state contribution to the Missouri old age program is obtained from a 2 percent sales tax.

North Dakota has been saved from a similar fate by the state supreme court's decision that the $40 monthly minimum established in the recently amended old age assistance act stands for a minimum subsistence standard from which other means of livelihood must be deducted in determining the amount of payment. The court's decision also held that if the law were interpreted in any other way it would be unconstitutional. This decision has saved the state an estimated $1,500,000 to $4 million in yearly expenditures. However, in Colorado the courts favor a "ham and eggs" interpretation of the state's old age law. Several lower court decisions face the state with the necessity of paying full $45 monthly allowances to all eligible persons in contrast to the average $28 or $29 paid in the past few months.

Everybody would be happy if the money could be plucked from trees, but as money trees are as yet undiscovered many a state finds another pants pocket, often one labeled "relief" or "aid to dependent children," to be its only resource. In Missouri, where monthly relief allowances for a family of three average $11, the budget director has reduced the demand of welfare officials for a $15 million relief appropriation for 1939-40 to $5 million, though only $1 million has been shaved off the $21,800,000 recommendation for old age allowances.

AT ONCE THE HOPE AND FEAR OF DESpairing state departments caught between paradoxical orders and finances is the Social Security Board, believed likely to cut off such states from federal grants for the aged because of non-conformity to the requirements of the Social Security Act. Though the action would have an immediate effect of taking away a drowning person's straw, the departments trust that it will serve as an eventual lifesaver, either by forcing the states to amend their present old age legislation, or by influencing the courts to reconsider the original intention of the state legislatures in their use of the word "needy." Already the Washington State Department of Social Security has received the opinion of counsel of the Social Security Board that the state no longer will be eligible for federal grants the moment it adopts the procedure ordered in the Conant decision. On the basis of this opinion and the fact that the preamble of the state law explicitly states that it is being enacted to comply with the Social Security Act, the department has appealed to the state supreme court for a rehearing.

In the meantime agitation continues for more generous federal contributions to the aged. Though the most extreme state schemes were defeated last November [see *Survey Midmonthly*, December 1938, page 384] many a representative finds himself in Congress pledged to bring further federal aid to the old folks back home. Since both Democrats and Republicans grow old with the same effectiveness, these schemes cut across party lines and bear little relation to other social programs. Thus Henry Cabot Lodge, Jr., Republican Senator from Massachusetts, promises to introduce legislation to raise old age assistance payments to a flat rate of $60 per month throughout the country, and eight Massachusetts representatives are pledged to a program which would provide retirement after sixty for all United States citizens, with a federal annuity sufficient to maintain them equally upon prevailing standards of living.

Plenty of lobbyists are available to refresh the memories of any absent-minded Congressional members who might lose interest in the aged through the immediate considerations of such matters as relief and defense. Among the strongest organizations pressing for bigger and better old age allowances are the revived Townsend forces and the General Welfare Federation of America. The latter would finance federal pensions with a 2 percent gross income tax with exemptions provided for the first $100 of income each month and for outlays for wages, commissions, taxes, interest and loans.

In Institutions—With nearly half of Georgia's public and some few of its private homes for the aged closed as a result of old age assistance, the State Department of Public Welfare is making a strong effort to revise the standards of the 32 public and 17 private institutions which remain and for which there seems to be continuing usefulness. At a recent conference between representatives of the department and of the homes, it was agreed that "only in exceptional cases is institutional care for the aged desirable" to be resorted to only when "provisions for the physical and spiritual needs of the aged" otherwise cannot be met. The group recommended an "active governing board of reputable citizens," a temperamentally patient staff, and the exclusion of any applicants "for whom the institution is not qualified to care." It urged "detailed precautionary measures" against fire and other physical hazards, and advised the utilization of civic and church organizations "to provide recreational and religious activities."

Old age assistance in Cook County,

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Illinois has not depopulated the Oak Forest Infirmary, as its advocates hoped it would. Eighteen months' experience with this form of social security in Illinois has proved that sheltered institutional care is still necessary for most of the Oak Forest residents. Statistics compiled from March 1936 through October 15, 1938, show that only 25 percent of the 2933 infirmary residents applied for old age assistance during that period, and that only 35 percent of these applications were accepted. Joseph Moss, director of the Cook County Bureau of Public Welfare, explains these figures by pointing out that approximately half of the infirmary residents are under sixty-five, and not eligible for this type of help. Many of the others need institutional care because of chronic illness or other reasons that make it impossible for them to adjust to normal living.

Among the States

MORE than one of the states, with new administrations wielding new brooms, are facing the possibility of legislative overhauling of their departments of public welfare. It is too early yet to report definite action anywhere, but it is apparent that, in spite of the many careful studies that have been made of public welfare administration, there is little agreement on basic principles, at least not enough to withstand new political brooms. For example, the trend in organization the past several years has been to separate the administration of state eleemosynary and correctional institutions from the administration of public assistance services. Yet the new governor of Alabama has recommended that the present department of public welfare, carefully and expertly set up, should be made one of three divisions of a new department of institutions and assistance, the other two being corrections, probation and parole. Some difficulty has been experienced, however, in drafting a bill which would keep the governor's promise to preserve the work of the present department of which progressive Alabamans are proud, and yet effect consolidation with the present "convict department," of which they are not so proud.

Figures to Ponder—In 1917, the state of Illinois created a Department of Public Welfare by bringing under one central authority its charitable and penal institutions including a series of divisions, notably of child welfare, of the criminologist and of the alienist. In 1937, John C. Weigel, fiscal supervisor of the department, prepared a careful report of the way in which the state's welfare dollar is spent. He called it "Twenty Years After." Published by the Department of Public Welfare, his analysis of annual expense, liberally illustrated with charts, tables and forms, has been so well received it is now in its second printing.

In the twenty years covered by the report the state's population increased 35 percent, the population of its mental hospitals 80 percent, its prison population 180 percent. The state's annual expenditure for public welfare rose from slightly under $7 million to $60 million. These, as Mr. Weigel says in his introductory note, are "figures to make wise men ponder." He calls attention to the fact that Illinois carries this huge burden on a "pay-as-you-go" policy, and that future generations will not be burdened for the responsibilities created by this one.

Chiseler Conscious—The vexed business of relief-chiselers in Pennsylvania is now handled entirely by the State Department of Public Assistance through some twenty-four claims settlement units or agents over the state. The department maintains that under this system of "relentless prosecution" chiselers are taking themselves off the relief rolls "in thousands" and that potential chiselers, knowing the dangers of being caught, "think twice before they try to put something over." The number of "restitution cases approved for criminal action" increased from 372 in 1937 to 828 in 1938. However, 591 of the 1938 cases were still pending at the end of the year. Most of the prosecutions arose out of clients' failures to report jobs or to disclose assets. The amount involved was said to be "usually under $20."

"Comes the Day!" exulted Ohio social workers when Charles L. Sherwood was appointed director of the State Department of Public Welfare. Mr. Sherwood's previous activities read like a "white list" of Ohio welfare work and research. To mention only two: since 1931, he has been executive of the Ohio Mental Hygiene Association; since 1936, assistant director of the Ohio Institute for Governmental Research assigned to the fields of social security, relief and general welfare. "I realize," says he, "that you get out of a camera what goes into it, but some day I'll have a picture polished up so that I won't look so much like a banshee."

Apparently the state makes concerted area drives in its chiseler hunt as it started the new year with the arrest of 187 persons accused in six counties of sniping off a total of $19,137 from the department's resources. The maximum sentence under conviction is three years' imprisonment and a $1000 fine plus full restitution and prosecution costs. The acceptance of each food, fuel, clothing or rent order or each cash check can be considered as a separate offense. However, before any arrest, the accused is given opportunity to escape prosecution by restoring his relief shavings.

Planned Publicity—The New York State Department of Social Welfare starts 1939 with a public reporting program. Commissioner David C. Adie, in sending a sixteen-page description of the plan to his staff, said that it is the first time in the history of the department that such planning has been done. He might have added "and the first time that so comprehensive a program of public information has been undertaken by any welfare department."

The plan provides for a balance between information flowing in and out of the public reporting office. On the incoming side, the staff is asked to supply news and human interest stories, preferably through a local correspondent appointed by area directors and division heads. Monthly audits of public opinion about the department's work are also among items coming to the administrative desk.

The outgoing material is to be of three types: the intimate publications going to board, staff, governor and legislative committees; the formal, including the annual report, important addresses, and technical pamphlets; the informal, a term applied to the use of all the major channels of public information. Publications are to be modern in appearance, written in popular style and illustrated. Special features of the program are a radio workshop in which staff members and drama classes of nearby colleges will develop programs; a World's Fair exhibit to be broken down later into sections for continued use; a speakers' committee.

Perennial Emergency—The $25 million relief request of Governor Moore to the New Jersey legislature has been reduced slightly by an anonymous $10 contribution to the "state conscience fund," allocated for relief at the governor's suggestion. Where the other $24,999,990

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will come from, if at all, is at this writing, the subject of heated debate both in and out of the legislature. A week after the convening of the lawmakers, state troopers guarded the capitol at Trenton as a precaution against "trouble" arising from a Workers Alliance demonstration staged to spur action on the financing of relief. The alliance was hardly an alarmist in stressing the urgency of prompt action in a state which now owes $9 million to merchants for accepted food tickets.

While alliance members asked for $47,500,000 for New Jersey's unemployed, a report from the State Unemployment Relief Commission recommended the levying of an emergency tax to provide $19 million to cover the 1938 deficit and the state's share of 1939 costs. By this recommendation, the commission not only backed up its previous approval of New Jersey's method of emergency financing [see *Survey Midmonthly*, December 1938, page 387], but also its former advice to put greater financial responsibility on the municipalities. The report urges that local governments should assume at least half the share for employables this year, while leaving unemployables as wholly a state responsibility. This unique reversal of category responsibility, with the suggested $12 million limit to state expenditure, is estimated to increase the municipalities' burden from a former $4 million to $10 million. The legislature already has paved the way for acceptance of the commission's report through the passage of a bill permitting municipalities to borrow unlimited sums for relief.

Doctors and Dentists

THE new tendency of health insurance plans to emanate from medical societies has resulted in Michigan in a proposal of the State Medical Society for prepayment hospital and medical services for families with an income of $1500 or less. The hospitalization service, costing an individual 60 cents a month and a family $1.25, provides for twenty-one days' care the first year of membership and an increasing number of days each year following, up to thirty days the fifth and subsequent years. The medical plan offers unit or time service.

Plans With Teeth—Logical shadow of American medicine is American dentistry which at a recent meeting of its national organization, the American Dental Association opposed compulsory health insurance. In endorsing the other provisions of the National Health Program [see The Unserved Millions, by Helen Hall and Paul Kellogg, *Survey Graphic*, September 1938], the association also followed organized medicine's lead.

Though voluntary health insurance has been approved by its national organization, the dental profession has not so readily followed the tendencies of those progressive segments of the medical profession which have left the accepted path to pioneer in the field of cooperative health. Interesting then is the news of a group dental care plan sponsored by three local dental societies covering twelve New York counties. An experimental program for the care of children between the ages of two and seven, the plan calls for the issuance of 5000 special indemnity policies to families drawn from the rolls of the Associated Hospital Service. Dental services will include prophylaxes, examinations, diagnoses, fillings and extractions.

Word of the first cooperative dental plan to include adults comes also from New York where a committee has been appointed by the New York Academy of Dentistry to study a plan proposed at a recent meeting. The proposal would provide for voluntary dental care insurance limited to persons earning $2500 or less annually. Members would receive dental care for $8 to $12 a year after first paying for an initial reconditioning of their teeth through monthly deferred payments. The latter cost would be based on the average fees now paid by persons in the $1500-$3500 income groups.

Lost teeth, broken jaws and other oral injuries are part of the tragedy of phenomenal disasters. United in their recognition of emergency need following great catastrophes, the country's dentists, through their national association, have entered into an agreement with the American Red Cross to provide free emergency dental care to future disaster sufferers. A national committee at Washington composed of representatives of the Red Cross and the American Dental Association will coordinate the scheme which involves the cooperation of local dentists and Red Cross chapters.

The Cooperative Struggle—The Supreme Court of the United States may soon settle the question of whether a corporation which contracts to provide medical services is undertaking to practice medicine without a license. The case of the Pacific Health Association, a San Francisco medical cooperative, has now reached the high tribunal in an appeal from a decision of the California supreme court which held that the association was practicing medicine without a license in violation of a state law, although its treatment is dispensed by licensed physicians. In its appeal the association maintains that the state court insofar as it "prohibits the petitioner from undertaking to pay for services of licensed physicians . . . plainly forbids the exercise of an ordinary property right."

An advance has been made by the Group Health Association of Washington, D. C. in its struggle for existence. Recently the efforts of disinterested mediators brought about the admission of three Group Health staff members to the use of the facilities of the Garfield Hospital. . . . The modern demand for "preventive medicine" has been heeded in Greendale, Wis. by the medical committee of the government's Greendale Housing Project which has rejected a prepayment medical care plan of the local medical society. The society's proposal was turned down because it provided only for catastrophic illnesses. The project now plans a Greendale unit of the Milwaukee Medical Center [see Medical Rift in Milwaukee, by Andrew and Hannah Biemiller, *Survey Graphic*, August 1938] to be known as the Greendale Health Association. Under the plan the center would equip a branch office with a physician on call twenty-four hours a day. Monthly dues will be $1 per person, $2 per couple, $3 per family.

In Missouri the financial cloud threatening the St. Louis Wage Earners Association, a medical cooperative [see *Survey Midmonthly*, December 1938, page 392] has been dispelled by a vote of its members to pay extra for operations, deliveries, home and hospital calls, infant care. Defeated was the proposal for increased dues.

The Public's Health

HEALTH shines like a silver lining through reviews of 1938, for the lowest deathrate on record is to be chalked up to what was otherwise considered a blue year. Though figures are not in from all states and localities cumulative reports through the first nine months indicate that the rate will be 10.5 or less per 1000 population. The lowest previous deathrate was 10.7 in 1933.

New York City, where computation is complete, reports a rate of 9.8 as compared with a previous low of 10.3 in 1935. Contributory to the low rate was the reduction in infant mortality which fell below 40 per 1000 live births for the first time in the city's history.

An unexpected increase in the country's birthrate coupled with the decreased deathrate has resulted in the greatest rate of natural increase since 1931. The second successive year when the rate of natural increase has been larger than in the preceding year puts an interesting upward bend in the closely watched population curve.

Sick Guests—Many visitors to the coming World's Fair in New York will be travelling on a shoestring not strong enough to support an unexpected illness. New York City's private hospitals feel that they are not responsible for the financial burden entailed in supplying

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1500 beds a day to out-of-town fairgoers. Consequently they have appealed, without satisfactory response, to the World's Fair Corporation to raise a fund of several hundred thousand dollars for "mass hospitalization." The mayor and the commissioner of hospitals have suggested another possibility: that the city act as host to its stricken visitors through the use of the new municipal hospital for chronic patients, now under construction.

Grants—Largest appropriation in the twenty-year history of the Commonwealth Fund was made in 1938 when $2,277,953 was allotted for "the welfare of mankind," of which four fifths was dedicated to medical research, the promotion of public health, and the spread of community hospitals in rural areas. The fund set aside $345,000 for research in fifteen medical schools and hospitals; made grants supporting rural public health in Mississippi, Tennessee, Massachusetts, Oklahoma and Alabama; established fellowships in universities and schools of social work in psychiatry and psychiatric social work and for medical research; subsidized teaching clinics in New York, Boston and Minneapolis with the view of encouraging cooperation between the fields of psychiatry and pediatrics. During the year, the ninth community center hospital to be built by the fund was opened at Ada, Okla. A tenth is underway at Provo, Utah and another is planned for Lancaster, S. C.

The National Tuberculosis Association recently granted funds to the Columbia University Medical Center in New York for research in tuberculosis among the diabetic. Dr. Maxim Steinbach of the department of bacteriology of the University's Medical School is making the study.... The Josiah Macy, Jr. Foundation stimulated medical research in 1938 with $175,420, the aggregate of thirty grants made to institutions in the United States and Europe.

V. D.—The opening of this month marked the renewal of the drive against syphilis with the third National Social Hygiene Day. The slogan "Guard Against Syphilis" was used at some 5000 meetings throughout the country in an attempt to focus public attention on one of the gravest threats to the health of the nation.

Statistics from Washington show that 60,000 syphilitic babies are born annually in the United States. . . . The health department of Dayton, Ohio reports that in two years the number of syphilitic patients receiving treatment has doubled. . . . Syphilis and gonorrhea treatments in New York City hospitals and clinics cost more than $2,500,000 each year.... In California, syphilis cases reported increased from 828 in February 1937 to 2335 in June 1938. . . . Of the 615 men admitted to the Indiana State Prison in 1937, 21 percent showed a positive Wasserman reaction; 49 percent had a history of venereal disease. . . . Positive reactions occurred in nearly 2 percent of the 60,124 premarital blood tests taken by the Illinois state diagnostic laboratories.

Though fifteen states have laws requiring syphilis tests of one or both parties to a marriage, only three require such an examination in pregnancy. In Vermont, a state having no premarital examination requirement, the attorney general has ruled that town clerks are subject to a fine for issuing marriage licenses illegal in other states.

In Wisconsin, the State Board of Health and the University of Wisconsin Extension Division cooperate in sending out information on syphilis. While the board's bulletins are for general distribution the university's material is intended for group study purposes and is available through the package library department. The department reports that in the last three months of 1938 requests for material on syphilis were greater than in the twelve preceding months put together.

Jobs and Workers

THE annual report of the National Mediation Board for the year ending June 30, 1938, shows a total of 386 cases requiring the use of this machinery, set up under the Railway Labor Act, to further orderly and peaceful relations between employers and employes on the railroads. (Price 15 cents from the superintendent of documents, Washington.) William Leiserson, chairman of the board, reports that 241 cases had been disposed of at the end of the fiscal year, leaving 145 pending. He points to the disproportionate amount of the board's time and energy that goes into hearings, findings of fact and rulings to determine which of two competing labor organizations should represent various classes and crafts of employes, and adds: "Unfortunately the greatest need for the holding of such hearings has grown out of disputes over membership between two organizations national in scope, which disputes would never have arisen had the organizations involved exerted the same efforts to agree with one another over their proper jurisdiction that the act expects carriers and employes to exert in the making of labor agreements."

Complaints—Up to December 22, the Wages and Hours Division of the U.S. Department of Labor had received 4591 complaints of alleged violations of the Fair Labor Standards Act. These are being investigated by the twenty-one members of the field staff of the division, or by employes of the state labor departments. Of the 4591 complaints, 40 percent originated in Area No. 1, which includes New England, New York and Pennsylvania; 33 percent came from the Gulf States; 24 percent from the Midwest; 3 percent from the Far West. An analysis showed that 36 percent of the complaints indicated violations, 17 percent indicated no violations, and additional information was required on 47 percent.

Workers' Education—After eighteen years on the Bryn Mawr campus, the Bryn Mawr Summer School for Women Workers in Industry is moving to a site of its own. The board of directors of the school has leased two houses at West Park-on-the-Hudson, New York, where winter as well as summer sessions can be held, and also institutes for labor groups. The announcement of the new plan states that the present board of the school, including representatives of Bryn Mawr College, labor organizations, faculty and students of the school, will continue in office, "but the board will be increased to include a larger representation of labor, and a council of advisers headed by President Marion Edwards Park of Bryn Mawr will be appointed to widen the support and emphasize the importance of the school." Jean Carter will continue to serve as director.

The National Board of the Y.W.C.A. announces that workers' education is one of the subjects selected for special consideration this year, particularly among the 35,000 young women belonging to the organization's industrial clubs throughout the country. Mrs. Sherwood Anderson was recently appointed head of the industrial staff of the National Board.

Child Labor—There are approximately 500,000 child workers in this country whose employment will not be affected by the Wage and Hour Act, according to estimates included in the annual report of the National Child Labor Committee, 419 Fourth Avenue, New Lork. These are children working in intrastate industries—chiefly mercantile and personal service—and thousands employed in agriculture. The report includes a preliminary statement on the agricultural employment of children of migratory families, based on field studies in New Jersey, California, Oregon and Washington.

Record and Report—The Consumers' League of New York has brought up to date the useful pamphlet, "Labor Law Highlights for New York State," prepared by Estelle Lauder. From the league, 112 East 19 Street, New York. Price 5 cents. Quantity rates. . . . The January issue of *Social Questions,* the bulletin of the Methodist Federation for Social Service (150 Fifth Avenue, New York) is given over to a discussion of

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the Wagner Act—history, objective, record of the NLRB, union attitudes, etc. . . . The committee reports and resolutions adopted by the Fifth National Conference on Labor Legislation in November 1938, are available as Bulletin 25-A of the U.S. Department of Labor.

Youth and Education

THE Mississippi Education Association has a special committee investigating the state's public school curriculum as related to the Negro, of which Rolfe Lanier Hunt, superintendent, Louise Consolidated School, Louise, Miss., is chairman. The first report of the committee seeks to answer the question: "What does the graduate of the public highschool, who has mastered his textbooks, know about the Negro?" This report, published in the *Mississippi Educational Advance* for December, shows that only history and civics texts mention the Negro, that while no animus against the Negro is expressed, the Negro is most frequently mentioned as a slave, "in terms of property rather than personality," that there is no record of Negro achievements and contributions to American life, and that the student learns little or nothing of the cultural backgrounds of the Negro American. The report comments: "If the citizen of Mississippi is to understand his environment, he will need a larger understanding of the Negro's part in Mississippi life. . . . A later report will recommend such materials as might give understanding of the origins and achievements of the Negro."

New Service—The Office of Education has established a National Occupational Information and Guidance Service, Harry Jager, director, to collect and distribute information about occupations; build up a cumulative inventory of the requirements for different occupations; and encourage occupational information and guidance as "an integral part of school programs."

Adult Education—A county-by-county report of the general and cultural division of the upstate adult education project of the New York State WPA has been prepared by Nellie M. Seeds, supervisor. The project includes general education in literacy and citizenship as well as cultural classes. Of the 1724 teachers employed full or part time during the fiscal year ending June 30, 1938, about one fifth (300) were in the general and cultural division. The classes offered included art, music, languages, literature and creative writing, dramatics and public speaking, natural science and mathematics. The report comments: "The field of social science has been woefully neglected, owing to the impossibility of securing teachers who combine book learning and necessary maturity of judgment." The largest registration is in the field of vocational training. The total registration was 16,325.

The third of the special volumes to be released by the New York Regents' Inquiry staff is "Adult Education," written by Professor Floyd W. Reeves of the University of Chicago who was in charge of this part of the inquiry, and by his assistants Thomas Fansler and Cyril O. Houle. The report makes clear that "adult education is as important as the traditional elementary and secondary divisions of the schools," but that it is in an experimental stage. The researchers, analyzing public, private, local, state and federal agencies for adult education, found that the field is covered only in spots. There is a lack of information and guidance for the individual student, and the whole field is "inefficient and disorganized." The three major obstacles to adult education progress are said to be: lack of understanding on the part of educators of what adult education means; lack of financial support; lack of the necessary machinery to administer an effective program.

Refugee Students—In announcing the formation of the Refugee Student Coordinating Committee (Robert Spivack, secretary, 2 West 45 Street, New York), the Institute of International Education issues "a word of caution" about student-raised funds for bringing student refugees to American campuses. As an expression of indignation and sympathy, students in a number of institutions have started funds for refugee scholarships. The institute points out that "there are probably not enough qualified refugee students in the United States at present to fill all the scholarships now offered." Further, German emigrant restrictions and American immigration laws "militate against the coming to this country of many students—possibly among them the very best." The Institute of International Education, International Student Service, the National Student Federation of America, the Committee on Friendly Relations Among Foreign Students, and the American Committee for Relief in Czechoslovakia are among the groups that are pooling their efforts in the coordinating committee. Colleges and student groups are urged to consult this committee in planning aid to refugee students.

Opportunity Classes — Six hundred boys between the ages of nine and twelve attending twenty New York City public schools have taken part in a two-year experiment with informal classes for maladjusted children. In his report of the experiment to Stephen F. Bayne, associate superintendent in charge of the elementary division, Benjamin B. Greenberg listed among the results of the experiment, the cure of truancy, happier pupils, the correction of many undesirable trends and habits. The program of the classes included handwork, games, excursions to zoos and museums. Dr. Greenberg recommends that this type of education be made "a permanent feature of our educational system," and estimates that 5 percent of the elementary school population of New York City needs such "opportunity classes."

NYA—Aubrey Williams, administrator of the National Youth Administration, announces that 312,893 students were employed in the NYA student aid program for October 1938, an increase of 68,000 over the figure for the corresponding month in 1937. Of this number, 212,473 were highschool students; 100,420, in college.

Record and Report—"Stories for Parents," a series of leaflets by Jean Schick Grossman, provides simple, specific and attractive material for use in parent education groups. Price 5 cents each from the Child Study Association of America, 221 West 57 Street, New York. . . . "Adult Education Courses of Study," by Andrew Hendrickson, is the first of pamphlets based on studies of "problems which are recurrent in actual adult education programs." Bureau of Publications, Teachers College, Columbia University, New York. . . . "Community Planning in Adult Education," is a practical handbook for the administrator of classes for adults, prepared by the staff of the department of education, School of Education, New York University. Price 50 cents.

National Conference

NO less than seventy different groups, all diligent, have been at work for the past two months planning the program of the Buffalo meeting of the National Conference of Social Work, June 18-24. In New York last month representatives of the groups began putting all the pieces together into the pattern which will unfold in Buffalo. With five conference sections, twelve special committees and fifty-two affiliated groups planning anywhere from one to five meetings apiece there will be plenty to do in Buffalo. Conference headquarters and services, registration and exhibits, will be on the seventeenth floor of the Statler Hotel, but with the promise of six earmarked express elevators that seventeenth floor will not be as bad as it sounds. All meeting places are within five or six blocks of the Statler.

While the program has not yet jelled enough to announce the speakers, the

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subjects of the general sessions have been framed. Paul Kellogg's presidential address on the opening night is titled, "Buffalo and Points West." Other topics of general sessions are: The Call of Our Great Traditions; Frontiers: Old and New; Health Ahead: A National Program; Current Bearings of the World Crisis. Lighter moments of the week will be the president's reception tendered by the Buffalo committee and the show, "After Hours," put on by the Social Work Publicity Council.

This year's "something new" that Howard R. Knight, conference secretary, always likes to try at least once, will be three things: a "get-together" the Monday afternoon of conference week with a chance for newcomers to meet old timers; a steering service by which conference novitiates will be helped to pick their way through the labyrinthine program; a coaching service for speakers, offered by the Social Work Publicity Council.

A single week not holding time enough for all that social work has to say, a number of organizations are holding sessions for several days preceding the big show. These include: National Conference of Jewish Social Welfare, National Probation Association, Community Chests and Councils, Inc., National Federation of Settlements, National Conference of International Institutes and American Social Hygiene Association.

Volunteers

RECOGNITION of the usefulness of volunteers to a point far beyond glorified "handymen" or chauffeurs is spreading throughout the country and fostering educational programs to sharpen their awareness of community and agency problems. News of two particularly interesting programs comes from Brooklyn and Buffalo, N. Y. The Brooklyn plan of lectures has been set up for its 175 volunteers by the new Brooklyn Central Volunteer Agency, the only volunteer center within the city of New York. Beginning with a late history of the borough designed to show the profound changes which have taken place since the turn of the century, the course presents a brief outline of the social work field through lectures on government participation, case work, both family and children's, recreational program planning and mental hygiene. From there the schedule is refined to a special volunteer approach including such subjects as the volunteer's participation and responsibility in a community program and executive board membership.

Not so new as the Brooklyn program, the educational plans of the Volunteer Service Bureau of Buffalo triumphantly carried through their first year and are ready for new worlds to conquer. Finding most of its volunteers engaged in work which had some contact with hospitals or clinics, the bureau gave its program a distinct medical twist presenting physicians as lecturers. This schedule also began with history, but of a different type, the history of the modern hospital. There followed such special medical topics as obstetrics, pediatrics, orthopedics, psychiatry, tuberculosis, discussed in their relation to clinical work. Finally the social worker was introduced in her connection with the medical field. This subject was divided into three parts with lectures given by the secretary of the local Red Cross chapter, a director of a hospital social service department and a case supervisor of a family agency. Field trips to general and specialized hospitals were included in the course.

New Center—The latest volunteer center to be established, Baltimore's Central Volunteer Bureau, is the result of a two-year study by a committee of the Council of Social Agencies. In reporting on the study, the committee stressed the value of the volunteer in supplementing the regular staff, often quantitatively inadequate; in interpreting agency work to the community and increasing its consciousness of the city's social problems; in testing the practical value of new activities before complete agency acceptance. The committee recommended the establishment of a volunteer center, now materialized as the council's new bureau. Number one activity is a central training program for volunteers. Next important plan is to draw up an interpretive program for agencies in the use of volunteers. Then will come a continuation of the study regarding the unmet needs of the volunteer service, and conferences for the discussion of volunteer placement.

Fifty-four Baltimore agencies have been using volunteer workers who formerly were recruited and placed by four agencies, the Ladies of Charity, the Junior League, the St. Vincent de Paul Society, and the Volunteer Bureau of the Council of Jewish Women, but the Central Volunteer Bureau represents the first coordinated attempt in the city to train the layman outside of his immediate sphere or to work for improved volunteer supervision and services within the agencies.

Incubators—Private schools may serve the community in more than a formal educational capacity if the latent ideas of two large New York social agencies prove fruitful. Working together through a joint committee, the Association for Improving the Condition of the Poor and the Charity Organization Society plan to enlist the interest and aid of executive heads of the schools in organizing pupils into study groups calculated to act as incubators for future board members and citizen contributors to voluntary welfare programs. Heading the project is Crystal Potter, formerly with the city's Emergency Relief Bureau.

Junior League—Newest project of the Junior League of New York is a central council of hospital libraries which will serve fourteen of the city's hospitals. The staff of volunteers has been trained, through a special league course, to catalogue, distribute and review the books from a bibliotherapeutic angle. The service is being set up as a substitute for the Welfare Island Hospital occupational therapy project which is to be turned over to the city.

In Print—Without recourse to baffling social work terminology, the committee on interpretation of the Family Welfare Association of Milwaukee has prepared a "Manual for Board and Committee Members," price 25 cents from the association, 1243 North Van Buren Street, Milwaukee. The complete story of the agency is told in brief discussions of its history and reasons for being, its policies, its professional and volunteer staff, its membership, its finances. Here are no exalted pretentions to scare off a layman beginning to find social work too technical to hold his interest; no sentimentalities aimed at his pocketbook; but only an analysis of a particular organization presented clearly enough to produce a realistic picture of what a family agency is and why.

"Board Members: A Selected List of References," compiled by Agnes H. Campbell, is published by the Russell Sage Foundation Library as Bulletin No. 152. Price 10 cents from the library, 130 East 22 Street, New York.

The Jewish Agencies

SERVICE trends during 1937 in six fields of social work in agencies under Jewish auspices are traced in Section I of the yearbook of Jewish Social Work issued by the Council of Jewish Federations and Welfare Funds. (Price 75 cents from the council, 165 West 46 Street, New York.)

While the figures do not represent by any means the whole volume of Jewish social work they represent the largest and most typical agencies and are held to be indicative of all. Monthly reports from fifty-four family agencies showed a rise of 6 percent in volume of service over 1936, with a faster turnover of cases and increased emphasis on short term contacts. Relief expenditures decreased for the fourth successive year, but relief per case rose for the first time since 1929, although still 25 percent below the average for that year. This lag is accounted for in part by the practice of supplementing public relief allowances.

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March winds will be favorable to *The Family*, publication of the Family Welfare Association of America, when they usher in Maurine Boie as its new editor and the association's secretary for professional education. Double service is nothing new to Miss Boie who for the past several years has been a lecturer in the Carola Woerishoffer Graduate Department of Social Sciences at Bryn Mawr College while holding down a job as case worker with the Philadelphia Family Society.

In 1937 as in 1936 supplementation took about one dollar out of every four of relief expenditures.

In the field of child care fifty-five agencies reported slight change in volume of work. Institutional population declined for the sixth successive year but the number of children in foster homes and elsewhere increased. The bed capacity of institutions is being reduced steadily but even so two of every ten institutional beds were not in use in 1937.

Eleven agencies furnished vocational guidance service to an average of about 15,000 persons per month. Placements, including those in "permanent" jobs, went up, but nonetheless 38 percent of all jobs were scheduled to last less than a month. Over half of all new registrants were classified as clerical workers.

There was little change in the volume of work in the forty-two homes for the aged, but there was a rise in applications and a high degree of bed utilization.

The volume of service of general hospitals continued in the rising curve evident since 1932, while that of hospitals for the tuberculous and chronically ill remained relatively level. The ratio of free care—34 percent in general, 87 in tuberculous and 95 in chronic—was practically unchanged as was that of Jewish patients admitted—59 percent in general, 83 percent in tuberculous and 100 percent in three of the four reporting hospitals for chronics. The use of the facilities of dispensaries and out-patient departments remained at approximately the 1936 level.

The second section of the yearbook, to come along later, will deal with the income and expenditures of federations and welfare funds and their constituent local agencies.

Professional

ORGANIZED medicine and social workers are getting together in at least one part of the country in spite of all the noise about mutual distrust. In Essex County, N. J., the local medical society and a group of social agencies have formed a committee "to effect better cooperation between medical and social work professions . . . to interpret the work and problems of the individual physician to the social worker and, conversely, to provide a channel whereby the work of the social service profession may be interpreted to physicians." On the committee are three doctors appointed by the Essex County Medical Society and three social workers, representatives of the Essex County Welfare Federation, the New Jersey branch of the American Association of Medical Social Work and the New Jersey chapter of the American Association of Social Workers.

Meetings—The fifth annual conference on the conservation of marriage and the family will be held April 11-14 at the University of North Carolina and Duke University under the direction of Prof. Ernest R. Groves. For details address R. M. Grumman, Extension Division, University of North Carolina, Chapel Hill, N. C. . . . Pittsburgh, Pa. will be the scene of the 1939 meeting of the American Public Health Association scheduled for October 17-20. . . . June 26-29 are the dates set for the next annual meeting of the National Tuberculosis Association in Boston.

New Courses—Studies in social case work and welfare activities, including practical case work experience, are now a part of the curriculum of the University of Georgia. Among the courses are work in foods and budgets, field work supervision, and social case work studies. The latter are under the direction of Arthur E. Fink, formerly of the University of Pennsylvania. Field work is arranged with the State Welfare Department and the county welfare units for several days each week. A seminar for supervisors, conducted in Atlanta one day a week, includes conferences on case work implications for supervisors and those in administrative positions; supervisor relationships with staff, board, community and agency; and discussions based on field experience.

The educational department of the College of the City of New York this month introduces a course in the fundamental problems of home, school and community relations to demonstrate specific methods of coordinating the various services in order to improve emotional, social and educational adjustments in children. The course is conducted by Viola M. Mitchell, regional chairman of the American Association of Visiting Teachers.

Lectures—A committee of well known New Yorkers, social workers and others, is sponsoring the lectures offered by Alice Salomon, dean of international social workers, who has been in this country since her enforced departure from Germany more than a year ago For details of topics, terms and available dates, address Miss Salomon at 141 East 88 Street, New York.

Proposed Legislation—A bill to regulate nursing has been drawn up by the California State Nurses Association providing for licensing all professional nurses in California and outlawing paid nursing by non-licensed persons in situations necessitating professional experience. Such situations are defined in the proposed act, which also would regulate professional training by providing for supervision of schools of nursing and requiring a thirty-six months' minimum course of instruction. To administer the act the governor would appoint a board of five registered nurses from a panel submitted by the State Nurses Association. The legislature is now in session.

Nursing Education—Approval has been granted by the education committee of the National Organization for Public Health Nursing to courses in public health nursing offered by St. Louis University, New York University and Duquesne University. These additions bring to twenty-two the number of universities with such approved programs.

Using seven municipal hospitals as training grounds, the New York City Department of Hospitals has begun a course for bedside attendants and nurses' aides. By 1940 the department expects to be able to conform with specifications in the new Nurse Practice law, [see *Survey Midmonthly* February 1938, page 48, and September 1938, page 294] which sets up license requirements for such attendants to include six months' hospital training and three months' theoretical training. The accepted students have all received preliminary training at Y.W.C.A. schools.

Affiliation in nursing is offered to schools of nursing in Missouri by the Kansas City Municipal Tuberculosis

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Hospital. Developed in collaboration with the Missouri State Board of Nurse Examiners the course in its four-week period lays special emphasis on the care, treatment, and prevention of tuberculosis.

In Nebraska, affiliation in psychiatric nursing is offered at the Hastings State Hospital, Ingleside. The course is approved by the Nebraska Bureau of Nursing Education and Registration for Nurses and the Nebraska State League of Nursing Education.

The U. S. Public Health Service has made it possible for its regional consultants to attend a special institute in applied syphilis epidemiology at the University of Pennsylvania. Medical lectures, discussions, group conferences, field practice and agency observation make up the course. . . . Venereal disease nursing will also receive particular attention at the University of California where a course will be offered in next summer's session with the assistance of medical staff members of the Bureau of Venereal Diseases of the California State Department of Health.

Organized—The closed shop is a fact if not a theory in three New York City settlement houses where the Social Service Employes Union has a 100 percent representation of both full time and part time employes. Two other of the city's settlements have union chapters.

Personnel Practices—A recent study of personnel practices in some forty Maryland social agencies has led to the reluctant admission that such practices are "ill-defined, nebulous and seldom reduced to writing." A total of 1049 employes, 684 of them classified as professional, was covered. The study revealed such wide differences in matters of salary, contracts, dismissal, vacations, sick leave, in-service training, staff participation, and so on, that its inevitable conclusion was the "need for more study and thoughtful consideration."

In Print—"The Professional Secret in Social Work," by the Rev. Walter McGuinn, S.J., is the first publication to come from the Boston College School of Social Work, new member of the American Association of Schools of Social Work. [See *Survey Midmonthly*, August 1938.] Published as Volume I, Number I of the Boston College School of Social Work Studies, it consists of a paper read by Father McGuinn, dean of the school, at the 1937 conference of the International Union for Catholic Social Service at Paris. Eighteen rules are laid down for the case worker in the handling of an entrusted secret, after a discussion of the relative obligations of a social worker to client, community and self. Available from the Boston College School of Social Work, 126 Newbury Street. . . . Bulletin of the New York School of Social Work, October 1938 is an annual report for the year 1937-38. An introduction by Porter R. Lee, director of the school, points to the problem presented by lack of facilities to permit the admission of a great number of well-qualified candidates, a problem showing no tendency toward decline. Mr. Lee finds its presence accounted for by "the great increase in governmental social work and the emergence of constantly higher standards in civil service requirements for these positions"; sees the only remedy in "a more generous support from the public, comparable to that which has been given to professional schools in other fields." Published by the Charity Organization Society, 105 East 22 Street, New York.

A list of master's and doctor's theses completed in 1937-38 in member schools of the American Association of Schools of Social Work comprises Volume IV, Number 2, of the *News Letter* of the association. The subject matter of many of the theses reflects the present interest in public welfare administration. Obtainable from the office of the AASSW secretary, University of Pittsburgh. . . . "Interstate Correspondence Procedures," published by the American Public Welfare Association, 1313 East 60 Street, Chicago (price 50 cents) is a step on the road to banishing confusion in interstate problems in public welfare administration. Along with lists of departments and areas of service covered are directions for preferred procedures in asking for information by mail.

People and Things

THE turn of the year brought retirement from active service to two well known veterans of the New York State Department of Social Welfare, Richard W. Wallace and John B. Prest, both of whom date their connection back to the old State Board of Charities. Mr. Wallace, with thirty-five years of service to his credit, has been director of the division of old age and blind assistance. Mr. Prest's thirty-nine years with the board —forty-three with the state—made him its senior employe. Although he has served in a number of capacities he is best known to the social work fraternity as superintendent, later manager, of the board's New York City office. Since the work of the board was reorganized two years ago he has been regional consultant on welfare institutions.

Educator—The Catholic University of America is pretty proud these days because of the new member of its faculty,

"With regret and pride," says the National Conference of Social Work in announcing the resignation of Harold P. Levy, for four years its director of publicity. Its regret is because it hates to lose him; its pride because he has been chosen by the Russell Sage Foundation for a year's assignment on a series of case studies of positions in interpretation and public relations in social work and public health. Mr. Levy promises to take time out from the new job to run the busy press room at the conference's Buffalo meeting, next June.

Josephine C. Brown, who on February 1 left WPA to assume direction of that part of the university's curriculum described as its Public Welfare Sequence. Miss Brown, formerly with the Family Welfare Association of America, went to the FERA in 1934 as administrative assistant, continuing, after its demise, with WPA, latterly as specialist in public welfare administration.

Glad Department—The Pi Lambda Phi fraternity has singled out Prof. Joseph D. Chamberlain of Columbia University as the outstanding American "exponent of tolerance" and has presented him with its 1938 gold medal. Professor Chamberlain is chairman of the National Coordinating Committee for Aid to German Refugees and Emigrants and is, we add happily, a vice-president of Survey Associates. . . . Known for more than fifty years as Mother Moore to sailors and waterfront workers, Mrs. Caroline A. Moore has received the Gimbel award of $1000 as "Philadelphia's outstanding woman of 1938." "She'll have it spent in a week on needy service men," said her son. . . . Joseph Cadden, executive secretary of the American Youth Congress is richer by $100 and a gold medal because of the 1938 award of *Parents' Magazine* to "the young person who has rendered the greatest service to the cause of American

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youth." Mr. Cadden was chairman of the committee on arrangements at the World Youth Congress at Vassar College last summer. . . . Because of her "unselfish contribution and her accomplishments for youth," Mrs. Franklin D. Roosevelt will be the guest of honor at a dinner given by the American Youth Congress in New York on February 21. The dinner will mark the establishment of an annual youth fellowship award by the congress, the cooperating center for sixty-four federated youth organizations.

Distinguished literati of every creed attended the recent twenty-fifth anniversary dinner in New York of the *Menorah Journal,* mouthpiece of Jewish historical, intellectual and artistic ideals. Among the speakers were Irwin Edman, John Erskine, Lewis Mumford. . . . Another silver anniversary to come in 1939 is that of the Westchester County Children's Association, White Plains, N. Y.

Comings and Goings—This month's evidence of the mobility of social workers centers around three great cities. From Pittsburgh comes word of a new supervisor of home finding at the Children's Aid Society of Allegheny County, Gertrude E. Breese, formerly with the Institute of Juvenile Research in Chicago; of a new district secretary at the Family Society of Allegheny County, Alice T. Dodge, recently of the Brooklyn Bureau of Charities; of the retirement from the Family Society of its assistant general secretary, Mary J. R. Condon, long a pillar of social work in the city.

From Pittsburgh, too, comes word of three new appointments to the faculty of the School of Applied Social Sciences of which Wilbur I. Newstetter is dean. The newcomers are: Gertrude Wilson, formerly of Western Reserve University, as assistant dean and associate professor of group work; Ruth Gartland, also from Western Reserve, as professor of social case work; Esther Goodyear, formerly of the Allegheny County Department of Public Assistance, as instructor in social administration.

Chicago, suffering the loss of Miss Breese, also has lost Helen Beckley, resigned as director of the Social Service Department of the Cook County Hospital to go to San Francisco as executive secretary of the health division of the Council of Social Agencies.

Back east, New York has gained Elizabeth Gardiner, well known among medical social workers through her long connection with the University of Minnesota both as a teacher and at the hospital, who has joined the staff of the National Society for the Prevention of Blindness to help develop a program for medical social service in this specialized field. Moving from one of New York's boroughs to another is Wayne Sturdevant, formerly executive secretary in Manhattan of the Big Brother Movement, now executive secretary of the Staten Island Community Chest. Mr. Sturdevant's position at the Big Brother Movement is being filled by T. Conway Esselstyn, former member of the field staff.

In Pennsylvania—The appointment of Howard L. Russell as secretary of public assistance of Pennsylvania has occasioned much satisfaction to the social workers of the state who take it as victory in the never-ending fight against political domination of the welfare services. Mr. Russell, an executive by training and experience, came into welfare work in 1934 by way of the old SERB. He had various assignments, each more important than the one before, and in 1937 when the new Department of Public Assistance was set up, was named as deputy to Karl de Schweinitz, its secretary. He was dismissed by Governor Earle the day after Mr. de Schweinitz resigned.

Governor James has appointed as secretary of welfare, responsible for the direction of the state institutions, E. Arthur Sweeny, a newspaper publisher of Greensburg, a former candidate for state office whose acquaintance with social workers does not seem to be extensive.

The new secretary of labor and industry is Lewis G. Hines of Philadelphia, formerly executive assistant to William Green, president of the American Federation of Labor.

In Public Service—Changes in WPA personnel have taken Howard O. Hunter to Washington as deputy administrator, the post vacated by Aubrey Williams when he moved up to full time administrator of NYA. One of the few survivors of that doughty band of field men recruited by Harry L. Hopkins when the FERA was organized, Mr. Hunter has stuck through all the mutations of the federal program, for most of the time in the Middlewest.

The axe finally has fallen on Phyllis Hill, one of the last survivors among the "damyankees" who helped organize the Florida Public Welfare Department when the FERA withdrew some three years ago. Miss Hill was director of public assistance in the department which has undergone extensive changes in personnel during the past year. She has no plans, she says, except to go to Vermont for her last summer's vacation.

James B. Marley is the successor of Oscar M. Powell as regional director of the Social Security Board's Region X, covering Texas, Louisiana and New Mexico. Mr. Marley, a certified public accountant, has been the region's executive assistant for over a year. . . . New technical adviser of the Bureau of Public Assistance, Social Security Board, is Lucille Smith, formerly director of the medical care program, Chicago Relief Administration. . . . Out of the West to the nation's capital comes Tom L. Popejoy to become deputy administrator of the NYA under Aubrey Williams. Mr. Popejoy succeeds Orren H. Lull whose health forced him to return to his native West where he will take Mr. Popejoy's place as NYA director for New Mexico.

Deaths

CAROLINE GRAY, former secretary to the New York State Board of Nurse Examiners, once dean of the School of Nursing at Western Reserve University, Cleveland, and otherwise prominent in the education of nurses.

DR. T. WINGATE TODD, director of the Brush Foundation and head of the Department of Anatomy at Western Reserve University, in Cleveland at the age of fifty-three. Dr. Todd was a frequent contributor to *Survey Graphic* and *Survey Midmonthly*.

DR. LOUIS I. HARRIS, former health commissioner of New York City, who was for some twenty years with the Department of Health and initiated many progressive procedures therein.

JAMES H. HUTCHENS, for twenty-four years business manager of the New York Association for Improving the Condition of the Poor, during whose incumbency the annual budget of the association rose from $300,000 to $1,600,000.

GEORGE F. SHIEBLER, executive secretary for nearly forty years of the Brooklyn Roman Catholic Orphan Asylum and for thirty years of the Brooklyn Home for Blind, Crippled and Defective Children.

ROBERT N. BRACE, at the age of seventy-seven, at his home in Connecticut. For more than three quarters of a century the name Brace has been associated with New York's work in behalf of children. The Children's Aid Society was founded in 1853 by Charles Loring Brace who directed it until his death in 1890. He was succeeded by his older son, Charles Loring Brace, Jr., who retired in 1928 and died last May, and who in turn was succeeded by the younger son, Robert N. Brace, long associated with the society. Robert N. Brace retired from active work several years ago. Among them the "three Braces" gave a total of 110 years of devoted service to the society during a period that saw the development of the whole modern concept of child welfare work.

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Readers Write

Re "Invisible Stripes"

To the Editor: This is not to take issue with Jay Beck's review of Warden Lawes' book, "Invisible Stripes," in the January *Survey Midmonthly,* but to add some comment of my own. As Mr. Beck said, the first third of the book is given up to excerpts from the diary of a prisoner, rife, as I see it, with the cynicisms which prisoners so readily adopt in holding someone or some influence outside responsible for their plight.

It is in the rest of the book that Warden Lawes makes a systematic attack upon society for permitting so many prisoners, especially young ones, to get into prison. Here I seem to detect a little more bitterness and discouragement than has been evident in Warden Lawes' previous writings. Perhaps even more than to the almost legendary Thomas Mott Osborne are we indebted to Warden Lawes for his insistent continuous advocacy of a fair deal for the prisoner. We are not so accustomed to him in the role of prosecutor but here his indictment of society and all its agencies is sweeping and severe. Our educational system prepares for the electric chair; our churches are not teaching the people real religion; our character-building agencies are doing ineffective work; and even our fathers and mothers are standing by, helpless, and watching their children pour into the prisons.

As one hears Warden Lawes claim that in his prison there are relatively more men than formerly who are "graduates" of organized leisure time work for boys; as one listens to his statement that 243 of the 262 who have been executed during his administration are products of our public schools, one wonders whether his contact with prison or prisoners has not somewhat warped his sense of proportion.

He would have been correct had he said that contemporary experience is showing that the more money spent for schools, the less crime a community has; that where boys' clubs operate successfully, police and juvenile court judges find less to do; that while some failures inevitably elude the efforts of all the salvaging and character-building agencies, it is demonstrably true that to the extent to which the schools and character-building agencies function, we are successfully reducing our crime bill.

To balance off the 262 murderers who have been put to death in the electric chair and the continuous stream of prisoners who keep Sing Sing filled to the number of 2700, there are thousands, yes, millions of boys and girls who somewhere and somehow find the strength and courage to resist the temptations which a careless society sets before them.

It seems to me that it would have been to the point if Warden Lawes, in his indictment of society, had included the movies, the tabloids, certain radio programs and the ever-insistent barrage of commercialized exploitation which passes under the name of amusement and against which even the finest homes and the most intelligent teachers have hard work to fend. "Invisible Stripes" is a challenge, but thank God the picture is not as black as it is painted. The already receding wave of crime and juvenile delinquency is testimony to the fact that more than one community has embarked upon a deliberate and intelligent effort at crime prevention. Warden Lawes' latest book should not discourage us over the futility of society's efforts, but rather spur us on to greater responsibilities and sacrifice.

Sanford Bates
Boys Clubs of America, Inc.

To the Editor: Mr. Bates has, as usual, made an intelligent and sincere comment on "Invisible Stripes." I agree heartily with him in his concluding sentences.

Lewis E. Lawes
Warden, Sing Sing Prison, New York

Help Wanted

To the Editor: The association of administrators of the various county welfare agencies in North Dakota has formed a committee to propose a code of ethics of professional conduct in the administration of public welfare and public assistance in the state. We have been studying the matter for several months and have endeavored to draw on experience elsewhere, but it appears from our inquiries that social work as a profession does not have a code of ethics defined as such. Many attempts seem to have been made to develop such a professional code, but because of the very nature of social work, a peculiar profession of ethics in itself, apparently not a great deal of progress has been made. Here in North Dakota, the profession of social work does not have the high degree of attainment which it possibly has in older centers and agencies, and accordingly the need for such a code is especially evident.

Can you or your readers direct us to a source of material which might be helpful to us in working out our problems?

F. A. Mead
Welfare Board of Sargent County
Foreman, N. D.

It's Unanimous

To the Editor: Your comment in the January *Midmonthly* on the appointment of Dr. H. M. Cassidy to head the graduate curriculum of social service at the University of California might possibly lead some of your readers to think that Martha A. Chickering, the present head, was being "shoved aside." Such, I am happy to say, is not the case. For almost four years Miss Chickering has been waging a fight the strengthen the curricu-

(*Continued on page* 64)

Lament Caprice

(Memo: GS to PLB *"Of course, if you take the job we shall want your picture for the paper."* Memo: PLB to GS *"I didn't take it."*)

If a fellow struts or staggers,
Joins the madding crowd of ape-ers,
Knows the stuffed shirts and the swaggers,
Sure, his picture's in the papers.

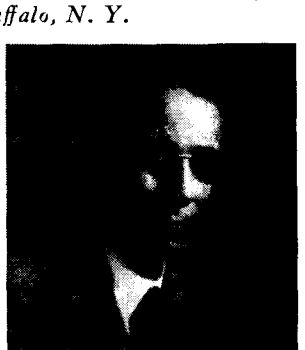
If he skips from sill to window,
Watched agog by all the gapers,
If he dresses like a Hindoo;
Why, his picture's in the papers.

If he hops from Gath to Hades,
(Even Nabobs bow and scrapers)
He's a big shot with the ladies,
Yes, his picture's in the papers.

Oh, but if he walks sedately,
Talking sense instead of vapors,
Modest chap until quite lately,
Then he's never in the papers.

Must I cut some puckish capers,
Just to put *me* in the papers?

Paul L. Benjamin
Buffalo, N. Y.



Harris & Ewing

(Memo: GS to PLB *"You must and you have and here you are."*)

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Book Reviews

As We Are

AMERICA ON RELIEF, by Marie Dresden Lane and Francis Steegmuller. Harcourt, Brace. 180 pp. Price $2 postpaid of *Survey Midmonthly*.

THIS book (to which Mrs. Lane contributed the information and opinions while her co-author wielded the pen) gives a topical account of public assistance in this country during the "depression of the '30s." The bulk of the chapters concern themselves with problems as related to specific groups on relief, such as migratory and agricultural workers, women, and young people. The authors, however, have been able to avoid repetition of general data which might have made topical treatment inordinately long, and have produced a readable bird's-eye view of the relief scene since 1930. The choice of statistical data for presentation in such a limited space must have been a difficult one; it seems on the whole to have been done with judgment. The only place where this reviewer would be disposed to challenge the historical accuracy of the presentation is in connection with a short paragraph on page 6 which says that "unlike the directors of the RFC" the FERA administrator and his assistants were social workers. The quoted statement is true only as it applies to the persons who made up the Reconstruction Finance Corporation itself; they, however, appointed a social worker, Fred Croxton, as their executive director, and the field personnel, whom he in turn appointed, was later taken over by the FERA at its inception, and formed the nucleus of the group of social workers whose presence in the latter program is commended by Mrs. Lane.

The lessons which Mrs. Lane draws from the events and policies which she describes are set forth in her final chapter, "Next Steps." Here we have a successful state relief administrator of long experience, now a little removed from the hurly-burly of actual administration, reflecting upon the significance of the movement in which she herself had so ably participated. All her ideas are tested against the acid of actual experience, and must therefore be approached with respect. In considering her treatment of the WPA, however, it must be remembered that she was still on its field staff when the book was being written.

Mrs. Lane believes that the shift from the budgetary-deficiency economy of the FERA to the subsistence-wage economy of WPA is difficult to justify; and that the clash of principles involved had some unexpected repercussions upon, for example, public health programs, agricultural employment, the industrial status of women, and the uniform and healthy development of the public assistance features of the social security program. With this conflict has gone another, that between centralization and decentralization of relief programs. Mrs. Lane sets forth ably the inconsistencies which have developed as first one and then the other of these two ideas got the upper hand.

Relief programs of the future, Mrs. Lane points out, must take cognizance of the fact that the rolls now contain great numbers of people unfitted in body or mind or both to compete in a modern industrialized economy. Before the inception of the federal relief program the misery and slow deterioration which these people underwent was accepted as a necessary accompaniment of industrial advance; now, their needs have been recognized and cannot again be relegated to the dim regions of the unconscious in the popular mind.

Mrs. Lane's formal recommendations follow lines with which most of us are familiar: establishment of a federal commission to make a thorough study and evaluation of the relief situation; transformation of WPA, without curtailment, into a federal works program divorced from a means test, but with payment of wages put back upon a "family wage" basis; expansion of the United States Employment Service; extension of unemployment insurance and old age benefits to further occupational classifications; development of federal grants-in-aid to states for direct relief, administered by the Social Security Board; vocational retraining; and extension of federal supervision over employment conditions in private industry. All these she states are necessary to assure what she assumes that the people of the United States really want—"a decent life for all."

JOANNA C. COLCORD
Russell Sage Foundation
New York

How Healthy Is Canada?

HEALTH AND UNEMPLOYMENT, by Leonard C. Marsh, A. Grant Fleming and C. F. Blackler. Oxford University Press. 243 pp. Price $3 postpaid of *Survey Midmonthly*.

IN common with other British Dominions and with the United States, Canada faces a large scale need for more extensive medical services for persons of limited means. The director of social research of McGill University, with front-rank medical collaborators, here points the way to an understanding of that need. In seeking to answer the question, "What are the medical and physical implications of being unemployed or on relief?" the author is more interested in defining the problem and pointing out rigorous methods of assaying the materials of research than in attempting extensive surveys or broad generalizations

The depression when it came to Canada found inadequate social welfare organization. In most localities it was several years before relief or charitabl agencies could make provision for medical assistance. Even after various meth ods of giving medical relief were adopted there was no appreciation of the exten of the problem and, indeed, in Canad "the problems of sickness, medical care physique, nutrition among the unem ployed, are still unmeasured on a nation al scale." The studies reported in thi volume are admittedly only a sample but they suggest the gravity of the prob lem, set an example in methodology an should lead to a national survey.

The following studies form the back bone of the book:

Complete physical examination of 100 unemployed adults, compared with 100 employed men.

Complete physical examination of 27 unemployed youths, classified (as also th above) according to occupational an economic status.

Health factors in 600 unemployed fam ilies on the rolls of a social agency.

Weights, heights, and other indices o a cross-sectional group of 1200 schoo children. Weights of babies born int 420 low income families. Detailed ex amination of nutrition among a grou of families on relief.

No reader of *Survey Midmonthly* wil be surprised to learn that unemploymen has an adverse effect upon standards o health and the provision of adequat medical care. The interest of this book however, lies in the statistical proof o the extent of this adverse effect and als in the criticism of haphazard methods c trying to cope with it.

This volume paves the way in Canad for studies such as that of the Commit tee on the Costs of Medical Care an of the recent National Health Surve in the United States. It goes behind th façade of mortality rates and gross pub lic health statistics, showing us agai that, if we are to know what we ar talking about, we must have morbidit rates, classified according to occupatio and economic status. We must look fo the lag between the onset of a depre sion and the emergence of adverse effec on health that follow after months c several years. We must consider not on overt sickness, but also what the Briti call C-3ness — "under-parness," — poo nutritional states, and other less appa ent but nevertheless devitalizing effec of inadequate medical care. This book intended to emphasize the socio-ec nomic aspects of medicine, and that certainly does.

The authors plead for greater coord nation of medical and health service Not only the relief client, but also th unemployed person not on relief and th

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less well-favored wage earner have medical needs that cry out for consideration. The key project, say the authors, should be a national system of health insurance which "not only provides a systematic basis for meeting immediate deficiencies in the medical care of unemployed and low income groups, but can be made an invaluable aid in the control and development of the health standards of a major section of the population." But advances along the entire public health front are equally to be desired.

DOUGLASS W. ORR, M.D.
Menninger Clinic, Topeka, Kan.

Principles and Practices

COOPERATIVES IN AMERICA, by Ellis Cowling. Coward-McCann. 206 pp. Price $2 postpaid of *Survey Midmonthly*.

THE industrial background, the slow maturation of ideas, and the fruition of the ideas in the present organization of cooperatives in England and the United States are soundly and readably described in this brief and popular account of the cooperative movement. The author has set himself a modest goal: to be enlightening as to both principle and practice without attempting an elaborate historical description or an extended analysis of the philosophy of cooperation. He has attained it admirably without sentimentality or evasion of the difficulties and failures that this great experiment in productive and distributive democracy has faced. The book is replete with pertinent and revealing facts about the growth and present scope of cooperation in America, persuasively presented and conveniently mobilized. If there is a better brief account of the meaning and accomplishments of cooperation, it has escaped this reviewer. James Warbasse's introduction is, as always, vigorous and informing.

Queens College PHILLIPS BRADLEY

In Quest of a Yardstick

PSYCHOLOGICAL FACTORS IN MARITAL HAPPINESS, by Lewis M. Terman. McGraw-Hill. 474 pp. Price $4 postpaid of *Survey Midmonthly*.

THIS is a statistical study of 792 married couples through the questionnaire method. The questions, answered in an examining room, cover a wide range of subjects. For the estimation of personality, the Strong and Bernreuter scales are used. One marvels that anyone should think a like or a dislike for pet canaries or snakes may be an index to the possibility of married happiness, but then we all do not live in California. Which is to say that the correlation coefficients that the authors have endeavored to work out between different factors are of doubtful value.

The study is a painstaking one and offers much interesting material. Minute questions are asked on the subject of sex. The figures show that among women born after 1900 pre-nuptial chastity is so much on the decline that should the same rate continue for men born after 1940 and for women born after 1950, virginity at marriage will be an unobtainable commodity.

The novel feature of the book consists in an attempt to work out an index for marital happiness. Here such factors as outside interests in common, extent of agreement on family finances, recreation, religion, demonstration of affection, friends, care of children, table manners, dealing with in-laws, and so on, are correlated with the subjects' expressions of satisfaction over their marriage. Furthermore, it appears from the study that sex is not all-important as we have been led to believe in late years, but that those who have had a previously happy family life and satisfactory relations with their parents and siblings are better marriage risks than those who have not. The *Cosmopolitan Magazine* has already caught on to the idea of measuring marital happiness so I presume the ten-cent stores will soon be selling little yardsticks.

The best thing that can be said about the book the authors themselves have said: "The investigational techniques we have used are valuable less for the facts they bring to light at a given time and place than for their possible applications in the charting of cultural movements. It is to be hoped that the present investiga-

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tion may be repeated in other sections of this country and in other countries of the world and especially that it may be repeated in the same locality after the lapse of ten to twenty years."

This study ranks with the Hamilton McGowan and the Katherine Bement Davis investigation of some years ago, giving us not the truth about marriage, but fragments to be checked and challenged by further studies and particularly by individual case studies carefully conducted by the clinician.

BEATRICE BISHOP BERLE, M.D.
New York

Live Issues

PRACTICAL PROBLEMS IN ECONOMICS, by Broadus Mitchell and Louise Pearson Mitchell. Holt. 596 pp. Price $3.50; textbook edition $2.50 postpaid of *Survey Midmonthly*.

ONE notes with real enthusiasm the appearance of new books by Broadus Mitchell. There is a certainty that embodied in the writing will be a sense of real enjoyment on the part of the author, and that his enthusiasm will be contagious with the reader. "Practical Problems in Economics" is not disappointing. Real initiative has been shown in dropping the usual piecemeal performance which constitutes the "problem section" of an economics course.

A surprise awaits one in the opening chapter which starts appropriately with the caption "The Consumer Pays." The scene then shifts to cooperatives and to housing problems, live issues of today. Other problems treated are population, unemployment, and the labor movement, each with a style which invites one to read further. Agriculture is accorded a somewhat extensive treatment while taxation problems are perhaps too briefly summarized. The last chapters of the book contrast the economics of Soviet and Fascist economies. This work will undoubtedly receive wide use in American classrooms where a relief is needed from the traditional elementary courses which have caused more slumber than reflective thought. It should also have a popular audience.

Amherst College COLSTON E. WARNE

Storehouse of the Unconscious

THE INNER WORLD OF MAN, by Frances G. Wickes. Farrar & Rinehart. 313 pp. Price $3.50 postpaid of *Survey Midmonthly*.

THIS arresting book is a valuable contribution to the growing literature on analytical psychology. For the "inner world" with which it deals is of course the unconscious, which in Jung's view, as is pointed out, is not merely a storehouse of forgotten things but also a living, moving stream of energy pregnant with possibilities for the future. Mrs. Wickes makes no attempt to cover the whole field of analytical psychology but, in order to make the analytical process clear to the lay reader, she found herself obliged to devote her first nine chapters to theory. However, these chapters constitute no dull textbook. Such terms as the Persona, the Shadow, the Animus and the Anima are illuminated by concrete examples which vivify the concepts.

Readers of Mrs. Wickes' earlier book, "The Inner World of Childhood," will not need to be assured that this one, too, is written with clarity and charm, and with the sympathetic insight fostered by years of experience as an analyst. Her case histories are vivid human dramas. By dealing at length with a few of them she manages to convey to the person who has not been analyzed an idea of what a Jungian analysis means: that it is never an end in itself but "starts a new life process which makes possible a continued connection with the inner world"; above all, that the deepest psychological experience is of no importance unless the individual relates it to his own personal life problems.

Of special interest are the large numbers of reproductions of paintings and drawings made by patients in the course of their analysis in their attempts to objectify or fix the inner experience.

The reality of the inner image, the compelling influence it exerts even if one remains unconscious of it, and the way in which the actual experience of the image contributes to the development of the individual, this is the recurring theme of the book. One is reminded of Léon Daudet: *"L'homme vit et meurt de ses images."*

MARGARET NORDFELDT, M.D.
New York

The Founder of the Red Cross

DUNANT—THE STORY OF THE RED CROSS, by Martin Gumpert. Oxford University Press. 318 pp. Price $2.50 postpaid of *Survey Midmonthly*.

IN connecting the outstanding characters and events of the nineteenth century with the first international humanitarian, the author found available only scant and almost legendary material on the life of the man, Henri Dunant, whose childhood with patrician parents is clouded in historical uncertainty, and who seems to have sprung full grown into life in Geneva. By heritage, Dunant was an aristocratic industrialist; spiritually, a humble humanitarian. Influenced by the horrors of the blood-bath of Solferino, he devoted his life to the amelioration of suffering caused by war, and sold his ideas of service to humanity in the technique of an inspired business man, who, feeling that he has what the world needs, convincingly peddles his wares. The first Nobel Peace Prize reached Dunant when he was burned out with disappointment and age. He turned it back to charity and died in humble retreat. But he left the world the Red Cross, whose banner is an international flag.

The policy upon which the Red Cross was founded in the Geneva convention of 1864 runs like a golden thread through the dark fabric of the murky affairs of the nineteenth century. Dunant's discouraging experience in formulating that policy, its gestation and birth, its acclaim by the old world countries and its adoption by the Congress of the United States in 1882, are intriguingly presented by Mr. Gumpert.

Any life of Dunant must contain reference to war strategies of his day. Mr. Gumpert's portrayal, sans pictorial illustration, gives an excellent picture of events framed in the shadow-box of the nineteenth century. It is twenty-seven years since Dunant's death; twenty years since the world's greatest holocaust. Are we preparing for another deadlier one? How near are we to it? Shall the Red Cross act as an agent to prevent it?

Whittaker Chambers, the translator, has given the writer's opinions clearly and concisely. One will do well to read and ponder his words.

ELLA LAYNE BROWN
Cincinnati and Hamilton County Chapter The American Red Cross

Take It and Like It

HOW TO ENJOY ILL HEALTH, by Cecelia L. Schulz. McGraw-Hill. 194 pp. Price $1.75 postpaid of *Survey Midmonthly*.

ODD is it not, that with all the "how to" books written, no nurse has thought before this of writing a book for patients and their friends? But here it is; every chapter an adroit mixture of psychology, fun and facts. It is extremely clever. A nurse who has "nursed" for fifteen years in America and many foreign countries, Miss Schulz has learned what troubles sick people most often suffer, what questions are most frequently asked, what reactions are most apt to take place under given circumstances, and how the different problems may be solved toward the end of "enjoyment" of ill health.

This is a good book for those who are about to enter a hospital or to stay at home, as patients. It is good also for nurses, professional and amateur, and for friends or relatives of those who are ill. It may help all of them to understand how to deal with sickness. The drawings by Chici Lasky are hilarious

New York BEULAH FRANCE, R.N.

As per Freud

THE SEX CRIMINAL, by Bertram Pollens Macauley. 211 pp. Price $2 postpaid of *Survey Midmonthly*.

IN this book the author develops the point that inheritance and environment are mutually active and that for the most part the sex criminal is legally sane. He then proceeds to give examples of cases at different levels of emotional maturity on the thesis that the sex criminal is one whose emotional growth has been arrested at some point.

Striking examples of sex criminals are presented in developing the thesis of Freudian concepts. After reading about

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the schools' and homes' omissions and commissions, we wonder that the number of sex criminals is relatively small. "Our present society, the home and school are generally not capable of providing the proper emotional training nor are they cognizant of their deficiency in this respect. . . . We then have the subversive influences of the schools, colleges and society at large."

In considering a solution of the problem Mr. Pollen says: "Although we are by no means near the solution of this grave problem, now that it has been taken out of its customary hiding place there is every reason to believe that progress will be rapid and results will follow in a comparatively short time. . . . In the final analysis the real solution lies only in the field of prevention." If, as the author concludes, "the solution to the problem of sex crimes lies in a new and broad educational program," the solution probably is not imminent.

The author's description of cases with analyses are of value to the social worker. His application of the Freudian concepts, Id, Ego and Superego, and his distinction between inhibition and repression should be of particular value to those who have sought to interpret psychiatric literature without adequate equipment and experience to do so.

Books from the worker on the job are of double interest and value. While many people will not share the author's enthusiasm or accept without qualification some of his premises and conclusions, this is a logical presentation of an old problem in a comparatively new setting.

D.C. Penal Institutions R. L. HUFF

The Spirit at the Core

RELIGION SAYS YOU CAN, by Dilworth Lupton. Beacon Press. 191 pp. Price $1.50 postpaid of *Survey Midmonthly*.

YEARS ago Prof. William James assured us that there are deeps of resources within us upon which we almost never draw. Dilworth Lupton's book is a series of chapters indicating how those deeps within us may be plumbed. "At the heart of this book's message is my personal faith that religion, more than any other human experience, can help a man so to recreate his character and personality that he can stand like a rock against adversity. By religion I do not mean church-going, lip service to creeds—I mean rather that amazing awareness that men have felt through the ages that they were of 'finer stuff than the stars.' "

The serious problem for most busy people in these exacting days is to keep in condition. It is a physical and spiritual problem and it will not answer itself for any considerable length of time. It is impossible to get something out of nothing. Hence each person must put both time and thought to the matter of keeping in condition to stand and to withstand. To this end each person must create his own technique, and Mr. Lupton's book is a helpful guide. Each chapter is short and to the point. Reading a chapter a day will stimulate anyone to think better, to do better, and to be better.

With many timely suggestions and with well selected quotations from experts, the author considers the many problems which man has within himself, among men, and with the universe. A modern faith provides a spiritually energizing power with which these problems may be triumphantly met. "At its highest and best, religion is nothing but the spirit at the core of our ordinary daily living."

MINOT SIMONS
All Souls Church, New York

There and Here

THE PUERTO RICAN MIGRANT IN NEW YORK CITY, by Lawrence R. Chenault. Columbia University Press. 190 pp. Price $2.25 postpaid of *Survey Midmonthly*.

THIS book is a careful study of the population of Puerto Rico, how conditions on the island affect migration, and the social consequences of the continuous influx of the Puerto Rican migrant to the particular areas in which he has settled in the City of New York. The authoritative and impartial treatment of the subject, as well as the orderly presentation of facts in clear, simple language, make the book extremely readable although the validity and accuracy of some of the statements could perhaps be questioned, notably those touching on certain important social and political movements in the island. On the whole, however, the author shows real appreciation of the status of Puerto Ricans whose background and present needs must be known in order that their economic, social, and moral problems in New York City can be understood. Several maps and charts supplement the text. The excellent, annotated bibliography should be carefully examined.

ROSA E. ZUBILLAGA
115th Street Branch
New York Public Library

At Odds With Reality

GUIDING HUMAN MISFITS, by Alexandra Adler. Macmillan, 82 pp. Price $1.75 postpaid of *Survey Midmonthly*.

HERE are presented the methods Dr. Adler used in dealing with actual cases of maladjusted personalities that have come to her clinic. Following closely the principles laid down by her distinguished father, Alfred Adler, she shows us in practical ways how individual psychology may be applied in the treatment of persons at odds with reality, with difficulties not pathological.

The subject matter is limited to some of the major problems arising from the development of neuroses in childhood and adolescence. Dr. Adler analyzes the manner in which, during the early formative years of the child's life, undesirable habits are initiated which later on become a set pattern. Such reminders as this are valuable since there is a tendency on the part of parents and teachers to overlook the importance of childhood influences.

In one section of the book perhaps a little fresher and more intriguing than the rest, the author makes a comparison between a neurotic and a criminal. The paramount difference between the two rests, she believes, in the way in which they will attain their respective goals. The neurotic strives to prove that there is justification for his behavior by stressing his symptoms which he uses as an alibi to excuse his failures; he recognizes the social demands made upon him but is unable to meet them. The criminal, on the other hand, does not recognize social demands, denies their existence and openly fights against society. The chapter entitled, "Psychology of the Criminal," should be read by all interested in the study of delinquent behavior.

In fact, this most readable and instructive little book should be read carefully and thoughtfully by all who seek a deeper understanding of human nature.

EMILY THORP BURR
Vocational Adjustment Bureau
New York

Including the Authors

SWEDES IN AMERICA, edited by Adolph B. Benson and Naboth Hedin. Yale University Press. 614 pp. Price $3 postpaid of *Survey Midmonthly*.

SVANTE ARRHENIUS, Swedish geographer and Nobel prize winner, when asked during a visit here how he liked America, replied: "My friend, you see my kind of people are the same all over the world." At the recent World Power Conference in Washington, with forty nations represented, there was general agreement that the Swedes were the most popular, and one keen Irishman insisted in an after-luncheon conversation that Sweden is the world's most truly civilized nation. This book helps to show why we celebrated so enthusiastically the tercentenary of Swedish settlement in the United States.

Dr. Benson, a scholar, and Mr. Hedin, a journalist, are themselves examples of the notable Swedish contribution to American life that their book outlines.

New York B. P. ADAMS

LABOR FACT BOOK, prepared by Labor Research Association. International Publishers. 223 pp. Price $2 postpaid of *Survey Midmonthly*.

NEW features of the fourth edition of the Labor Fact Book include a detailed summary of leading arguments against incorporation of trade unions; an original estimate of the real income of wage earners in March 1938, as compared with 1931; the association's estimates of current unemployment.

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BOYS' CLUBS OF AMERICA, INC., 381 Fourth Avenue, N.Y.C. National service organization of 309 Boys' Clubs located in 171 cities. Furnishes program aids, literature, and educational publicity for promotion of Boys' Club Movement; field service to groups or individuals interested in leisure-time leadership for boys, specializing with the underprivileged.

BOY SCOUTS OF AMERICA, 2 Park Avenue, New York City. Incorporated in 1910 and chartered by Congress in 1916 for the purpose of developing the character of boys and training them in their duties as citizens. Cubbing, younger boys' program, 9-11; Scouting, 12 and upward; Senior Scouting, 15 years and up. Scouts are organized in patrols and Troops. Cooperates with schools and churches, fraternal orders and other civic groups. Walter W. Head, President; Dr. James E. West, Chief Scout Executive.

BERKSHIRE INDUSTRIAL FARM, Canaan, New York. A national, non-sectarian farm school for problem boys. Boys between 12 and 14 received through private surrender or court commitment. Supported by agreed payments from parents or other responsible persons, in addition to voluntary contributions. For further information address Mr. Byron D. Paddon, Superintendent, or the New York Office at 101 Park Ave., Tel: Lex. 2-3147.

CHILD WELFARE LEAGUE OF AMERICA— C. C. Carstens, director, 130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of Work. It also co-operates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worth-while results in phase of child welfare in which they are interested.

NATIONAL CHILD LABOR COMMITTEE—419 Fourth Ave., N.Y.C. Promotes child labor legislation, state and federal; conducts investigations; advises on administration; maintains information service.

AMERICAN LEGION NATIONAL CHILD WELFARE DIVISION, 777 North Meridian Street, Indianapolis, Ind. Three-phase program: Education; legislation for benefit of all children; temporary material relief to children of veterans of World War. Emma C. Puschner, Director.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U.S.A., INC., Elyria, Ohio. Paul H. King, President; E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins. *"The Crippled Child"* magazine, bimonthly, $1 a year.

Foreign Communities

NATIONAL INSTITUTE OF IMMIGRANT WELFARE—1270 Sixth Avenue, New York. A league of International Institutes, Citizenship Councils and other local agencies specializing in the interests of the foreign-born. Gives consultation, field service, program content to agencies engaged in any form of constructive effort for the foreign-born in local communities.

Health

THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC.—Dr. Arthur H. Ruggles, president; Dr. C. M. Hincks, general director; Clifford W. Beers, secretary; 50 West 50th Street, New York City. Pamphlets on mental hygiene, child guidance, mental disease, mental defect, psychiatric social work and other related topics. Catalogue of publications sent on request. "Mental Hygiene," quarterly, $3.00 a year.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—50 W. 50th St., New York. Dorothy Deming, R. N., Gen. Dir. Advisory Service, statistics, monthly magazine.

NATIONAL TUBERCULOSIS ASSOCIATION— 50 West 50th Street, New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

AMERICAN BIRTH CONTROL LEAGUE—A clearing house cooperating with social workers in referring indigent mothers to medically directed birth control clinics in 42 states, including 19 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. President: Richard N. Pierson, M.D. Medical Director: Eric M. Matsner, M.D.

THE WOMEN'S FIELD ARMY OF THE AMERICAN SOCIETY FOR THE CONTROL OF CANCER, 1250 Sixth Avenue, New York City. An educational group of lay women active in forty-three states under the supervision of physicians representing state medical societies. Information, literature, speakers, newspaper articles may be secured without charge.

New York City

THE BIRTH CONTROL CLINICAL RESEARCH BUREAU, 17 West 16th Street; MARGARET SANGER, Director; has added evening sessions, Wednesday and Thursday evening from 7 to 9 P.M., for the benefit of mothers who work and cannot come to the Clinic daily from 9 to 4.

Negro Education

TUSKEGEE INSTITUTE, Tuskegee Institute, Alabama. Founded by Booker T. Washington. High school and college both accredited. Curricula designed to prepare Negro students to meet the vocational and social needs of successful living. F. D. Patterson, President.

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THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about penal institutions and works to improve standards of care in penal institutions. Aids discharged prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Wm. B Cox, Executive Secretary.

Religious Organizations

COUNCIL OF WOMEN FOR HOME MISSIONS —297 Fourth Avenue, New York City. The Inter-Denominational body of 28 women's home mission boards of the United States and Canada uniting in program and financial responsibility for enterprises which they agree to carry cooperatively; i.e. Christian social service in Migrant labor camps and U. S. Indian schools. President, Mrs. Augustus Trowbridge; Executive Secretary, Edith E. Lowry; Migrant Supervisor, Western Area, Mrs. F. E. Shotwell; Migrant Supervisor, Gulf to Great Lakes Area, Mrs. Kenneth D. Miller.

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Benjamin Spitzer, *Chairman Ex. Com.*; Mrs. Marion M. Miller, Executive Director. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Avenue, New York City, Eskil C. Carlson, President; John E. Manley, General Secretary. A federation of 1123 local associations, through state and area councils, for Christian character education among youth. Meets annually to determine service projects and budget for cooperation with local member organizations in program, emphasis and interpretation, fiscal operations, etc. Emphasizes lay-professional cooperation, group and club activity, and self-governing programs of physical, social and religious education, public affairs, international education and special cooperative projects, citizenship, etc. Specialized work among transportation, army and navy, student, colored, rural, and certain other groups.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK —Paul Kellogg, President, New York; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-sixth annual convention of the Conference will be held in Buffalo, New York, June 18-24, 1939. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

Racial Adjustment

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Industrial Democracy

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Foundations

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization for research and field service. Activities include: assistance to state and local agencies in organizing activities and promoting legislation; research in legislation, vacations, statistics, and mechanical appliances for the blind; maintenance of a reference lending library. M. C. Migel, President; Robert B. Irwin, Executive Director.

RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, General Director; 130 E. 22nd St., New York. Departments: Charity Organization, Consumer Credit Studies, Delinquency and Penology, Industrial Studies, Library, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

THE PAMPHLET SHELF

Foreign Affairs

FAR EAST FUNDAMENTALS, by David Warren Ryder. 36 pp. Far Eastern Affairs Pamphlets, 447 Sutter Street, San Francisco. Price 10 cents.

Wherein we learn that the "Red censorship" of American "jazz journalism" has played on American sentimentality to build up an undeserved sympathy for the underdog, China, in the current Sino-Japanese conflict.

CHINA MARCHES TOWARD THE CROSS, by Earl Cressy. 79 pp. Friendship Press, 150 Fifth Avenue, New York. Price 25 cents.

The tale of the refugee work being done by Christian missions and schools in the Far East and their hope of turning the tragic war into an opportunity for spreading Christianity throughout China.

THE LESSON OF CZECHOSLOVAKIA, by Robert G. Spivack. 30 pp. Published by the American League for Peace and Democracy. Price 5 cents from the league, 268 Fourth Avenue, New York.

An emotional review of the events leading to the fall of Czechoslovakia written in the weeks immediately following the Munich amputations. Most apparent fact is the author's state of sympathetic post-operative shock which belies the forced note of hopefulness at the end.

Public Welfare

STUDYING THE EFFECT OF UNEMPLOYMENT COMPENSATION ON RELIEF, by Arthur Jacobs. 12 pp. Price 5 cents from the American Public Welfare Association, 1313 East 60 Street, Chicago.

Number six in the series of papers on relief statistics edited by Ralph G. Hurlin and made available through the APWA and the American Statistical Association.

SECURITY OR THE DOLE, by Maxwell S. Stewart. Public Affairs Committee, 8 West 40 Street, New York. 32 pp. Price 10 cents.

Revision of an earlier pamphlet (1936) with much new material including discussion of proposed changes in the Social Security Act.

SELECTED TITLES ON PUBLIC WELFARE. Bibliography No. 4 of the American Public Welfare Association. 10 pp. Price 10 cents from the association, 1313 East 60 Street, Chicago.

An annotated bibliography on general public welfare, social security, unemployment relief, child welfare and related fields.

TABULAR SUMMARY OF STATISTICS OF PUBLIC ASSISTANCE UNDER THE SOCIAL SECURITY ACT FOR THE CALENDAR YEAR 1937. Social Security Board, Bureau of Research and Statistics, Report No. 1. 52 pp. Price 15 cents from the superintendent of documents, Washington.

Corrected statistics from the 2979 counties, parishes or plantations, three Indian reservations and two cities which report to the Social Security Board.

Child Welfare

PROCEEDINGS OF THE CONFERENCE ON BETTER CARE FOR MOTHERS AND BABIES, Washington, D. C. January 17 and 18, 1938. Children's Bureau Publication No. 246. U. S. Department of Labor, 171 pp. Price 20 cents from the superintendent of documents, Washington.

What went on in the conference called to "consider the existing resources for the care of mothers and newborn infants in the United States," together with the findings of the committees and statistical appendices which give a quick picture of the conditions and services throughout the country.

ACCOMPLISHMENTS IN MATERNAL AND CHILD HEALTH AND CRIPPLED CHILDREN SERVICES UNDER THE SOCIAL SECURITY ACT, by Martha M. Eliot, M.D., Jessie M. Bierman, M.D. and A. L. Van Horn, M.D. 15 pp. From the Children's Bureau, U. S. Department of Labor, Washington, D. C.

A reprint from the *Journal of Pediatrics*, November 1938, which in reviewing the above accomplishments includes a description of administrative procedures, a brief presentation of present programs and methods of cooperation with professional and lay groups.

LEISURE TIME GUIDANCE AND DELINQUENCY, by Victor H. Evjen. Published by the National Council on Education for Character and Citizenship, 5732 Harper Avenue, Chicago. 20 pp. Price 20 cents, less in quantity.

Three articles dealing with community responsibility, reprinted from the periodical, *Character and Citizenship*. The author is a U. S. probation officer in Illinois.

SELECTED LIST OF PUBLICATIONS. October 1, 1938. Children's Bureau of the U. S. Department of Labor. 19 pp. On request from the bureau, Washington.

Recent publications covering all the divisions of child welfare.

NEW CONTRIBUTIONS OF SCIENCE TO THE EXCEPTIONAL CHILD. Proceedings of the Fourth Institute on the Exceptional Child of the Child Research Clinic of the Woods Schools. 61 pp. From the schools, Langhorne, Pa.

Three technical papers on the cause and treatment of certain types of pathological abnormalities in children and one decrying the lack of training opportunities for workers with children so handicapped.

Miscellaneous

SPRING FLOODS AND TORNADOES, 1936. 173 pp.

THE OHIO-MISSISSIPPI VALLEY FLOOD DISASTER OF 1937. 252 pp.

Official Reports of Relief Operations. American Red Cross, Washington, D. C.

Charts, illustrations, and a full account of the great disasters and the rehabilitation which followed.

YOUR PLACE IN LIFE, AND HOW TO FIND IT. A Handbook of Opportunity for Youth. Edited by John B. McDonnell. 128 pp. The Trailblazers, Champaign-Urbana, Ill.

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WORKS PROGRESS ADMINISTRATION

lum, and it was her idea, vigorously pressed, that a change in the directing head would be a means to that end. It was she who "found" Dr. Cassidy and urged his appointment. Her many friends and admirers, not forgetting Dr. Cassidy himself, would be sorry to have it appear that this change reflected in any way on the extent and quality of the contribution that she has made to professional education and to social work, a contribution which, happily, will continue.

Executive Secretary ANITA ELDRIDGE
California Conference of Social Work
San Francisco

[The editors of *Survey Midmonthly* yield neither to Miss Eldridge nor to the California Conference of Social Work in appreciation of "Pattie" Chickering and her contribution to her profession. It was at her particular request, and not from lack of feeling on our part, that any expression of that appreciation was omitted from the comment on Dr. Cassidy's appointment.]

"Modern America"

[The following letter was sent to *Survey Midmonthly* by a county welfare director, by whom it was received, who vouches for it as "a typical picture."]

EVERYWHERE WE READ THAT WE ARE LIVing in modern America with good schools and good homes with labor saving equipment. I guess the people who write like that do not know about poverty. I wish they could see the way we have to live. They could sooner call it unequal America than modern America.

Briefly I'll describe our modern American house: It's built of foot boards, just as you'd use in building a barn; it's unsealed, the walls saturated with dust. Use a vacuum cleaner? What would we connect it to even if we had it? Every time it rains, we have to sweep out the water. Modern America? Our kitchen is dark, ugly and inconvenient. Our bathroom is an old shed with a galvanized tub (just like grandmother used). Our little supply of canned goods is stored under the house. Our washing is done on an old-time washboard; our ironing equipment came down from grandmother.

Our barn is all full of holes. We put feed into it, but by winter the feed is all moldy and decayed.

Now, I'll describe the land: It's hilly, full of Johnson grass and unterraced. The landlord will not improve anything for us, and we, being tenants, cannot afford it. When we put our seed into the ground we know the crops will be poor. We had seven acres of cotton planted. Two bales we made and still had to use the red book! From these two bales goes one fourth for rent. We had nine acres of corn; for this we had to pay $6 per acre rent. We made nothing. We are married six years, and this has been going like this every year—work and no income. What shall we do? Our three little children need clothes; they need food and a good house to stay in. No, I will not complain about the 1938 cotton law. I think that's the best law that could have been passed. The landlords used to make us plant too much cotton and didn't care if we made very much or not. They didn't have to work for it, but they got the rent even if it was only a little. They wouldn't furnish us a poultry house so that we could raise a few chickens. They wouldn't even furnish us wire for a garden. How can a tenant farmer ever get to some income?

The schools here do not meet up with the standard requirements. Why can't we have good schools instead of schools twenty-five years behind the times?

I am not asking for relief. I am asking for a government loan so we can buy a place of our own. If we had a place of our own, we could practice diversified farming. We could plant fruit trees; could raise poultry; have a garden; and a few good cows. Can you help us get on to a government farm loan? We need this soon. If the government will not raise enough funds immediately for the purpose of farm ownership, we tenants will starve. I think the landlords are the cause of all the overproduction of cotton. They made all the tenants plant too much cotton, and the tenants had to do it.

Texas MRS. B—— R——

READERS WRITE

(*Continued from page* 57)

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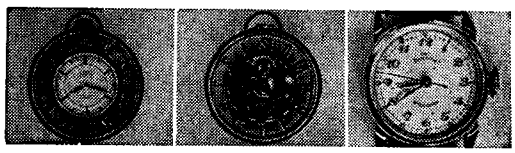

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